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FOREWORD

Programmes of consolidation of holdings have been in operation in different parts of the country for many years. The value of consolidation of holdings in an economy in which holdings are small and scattered is easily understood. Progress in carrying out programmes has been, however, slow in most of the States. The Planning Commission felt that it would be useful to have the experience of a number of States studied in some detail and made available for general information. A comparative study of methods evolved in different parts of the country can be of assistance to all States.

The Planning Commission arranged for the study by a special officer of the techniques and the experience of consolidation in States, such as Punjab, Uttar Pradesh, Bombay and Madhya Pradesh. The report summing up the results has been prepared by Shri Sundar Singh, a Punjab officer with practical experience of consolidation work.

As a result of the studies summarised in this report, the Planning Commission has drawn up suggestions and recommendations for expediting and improving the work of consolidation of holdings. These have been published as a separate Memorandum. It is hoped that this study and the Memorandum will be of material assistance to States in organising their consolidation programmes.

NEW DELHI,
November, 30, 1957.

V. T. KRISHNAMACHARI,
Deputy Chairman, Planning Commission.

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CHAPTER I

INTRODUCTORY

FRAGMENTATION

According to the law of succession prevalent in most parts of the country(when a landowner dies, his land is shared equally among his heirs. Thus, if the landowner owning ten acres of land is succeeded by two sons, each of them would have five acres a piece and if each of these sons in turn leaves two sons, the four grandsons would inherit $2\frac{1}{2}$ acres each. The distribution of land can be arranged in such a way that each grandson takes a compact plot of the area due to him, settling with the others, in money, the balance arising from any difference in quality of the different plots. This, however, seldom happens in actual practice and custom enjoins that each of the heirs should get a fair share of the good and the bad land in his inheritance. Thus, the $2\frac{1}{2}$ acres falling to the share of each grandson in the above illustration may get scattered into several pieces according to the difference in quality of the fields in the land left by the ancestor. The process thus results in splitting a single field into a number of separate pieces often situated at a distance from each other. This continuous partition of each field among heirs leads to fragmentation which is accentuated " by the expansion of cultivation irregularly over the waste, by purchases and sales and by the extinction of families in default of direct heirs and the division of their property among a large number of distant relations".*

2. Fragmentation, however, is not to be confused with 'sub-division' which means the distribution of land of a common ancestor among his successors-in-interest and is the result of the increase of holders within a family or community. Thus, in the above illustration, the land gets sub-divided into four shares of $2\frac{1}{2}$ acres each when it passes to the grandsons. Fragmentation, on the other hand, is due not so much to the laws of inheritance as to the method by which the property is divided among the heirs.

3. The disadvantages of fragmentation are obvious. It is a serious impediment to the agricultural progress and acts as a deterrent to full utilisation of land. Time is wasted and extra expense involved in moving workers, animals and implements to

*Report of the Royal Commission on Agriculture.

and from farmstead or from one field to another and in carrying seed and manure to the various fields and crops from the field to the threshing floor, stockyard or barn. Supervision is rendered more difficult, depredation of animals and birds are harder to control; expenses on fences, water supply, buildings, threshing floors etc. are often much greater; comprehensive drainage or other schemes of improvement are rendered almost impossible, access to the various field may become difficult especially during the season when crops are growing; more hands are required for watching crops and so on.*

CONSOLIDATION OF HOLDINGS

4. Consolidation of holdings is the most direct method of curing the evils of fragmentation. The term has been defined as the amalgamation and redistribution of all or any of the land in an estate or sub-division of an estate so as to reduce the number of plots in the holdings. In other words it means the rearrangement of holdings in any area between several tenure holders in such a way as to make the holdings held by them more compact. The measure thus aims at giving every rightholder a compact area equivalent in value to what he held before in scattered plots. It does not aim at or result in creating economic holdings where they do not exist before, nor does it result in giving land to the landless, however, small its extent.

ORIGIN OF CONSOLIDATION AND EARLIER LEGISLATION

5. The earliest attempts at a solution of the problem are noticeable in the efforts of some of the Settlement Officers working in Bombay State, towards the end of the 19th century. A provision was then made to the effect that fields below a certain area were not to be recognized or entered in the revenue records. It was laid down that the survey field must be taken as the ultimate sub-division of the land beyond which further sub-division must not be allowed to proceed. The area of the survey field was fixed upon the basis of the area that could be cultivated by a pair of bullocks. Thus the standard laid down in Deccan was—

- 29 acres of light dry crop (unirrigated) soil;
- 15 acres of medium dry crop soil;
- 12 acres of heavy dry crop soil; and
- 4 acres of rice land dry crop soil.

*Consolidation of Holdings by Sir Bernard O. Binns

No practical steps were, however, taken to prevent sub-division. While the revenue authorities recorded the name of only one occupant (the eldest son) as successor, the civil courts enforced partition of land among all the heirs. Sub-division of holdings was thus not checked; the only effect was that the fact of sub-division was not recorded in the revenue records. This anomalous position had subsequently to be corrected, and sub-division of survey numbers and the right of the actual occupant recognised and recorded. This interesting experiment for prevention of sub-division of holdings which had started as early as 1847 thus failed completely.* Restrictions were also imposed on partition of land in Baroda and Bhopal, but these did not have the desired effect.** Some attempts at consolidation were also made by the 'malguzars' in Madhya Pradesh at the same time, by voluntary exchange of lands, but they often resorted to high-handed methods in obtaining the surrender of a tenant's land and, as was natural, the movement did not accomplish much.

6. The first State in which concrete proposals for consolidation were formulated, was Baroda now merged in Bombay. It was in that State that on the recommendations of the Committee appointed for the purpose, by the then Maharaja, the first Consolidation Act was passed in 1920. Similar legislation followed in Madhya Pradesh in 1928, in Punjab in 1936 and in Uttar Pradesh in 1939. But though separate legislation on consolidation both in Punjab and Uttar Pradesh came later, some work on consolidation was done much earlier under the Co-operative Societies Act in both these States. Similarly, in Jammu and Kashmir and in some of the States at present constituting Pepsu, consolidation was carried out on a co-operative basis before legislation on the model of the Punjab Act of 1936 was introduced. The legislation in other States at present doing consolidation work is of a comparatively recent date.

7. The legislation on consolidation in the country has passed through three different phases. In the first phase the legislation was wholly permissive and merely tried to facilitate transfers and exchanges with the help of the trained staff. As already noted both in Punjab and Uttar Pradesh the work was, in the beginning, taken up by the Co-operative Department under the existing Acts on

*Report of the Uttar Pradesh Zamindari Abolition Committee, pages 225 and 226.

**The limits fixed in Baroda were as follows :—

Jirayat land	8 bighas
Bagayat land	3 bighas.
Kiari land	1½ bighas.

In Bhopal the limit fixed was five acres.

co-operation. Consolidation was then purely voluntary and all the members of a society had to agree to the proposal before it could be put into effect. In Punjab a further provision was made to the effect that members were required only to accept the new consolidated holdings for four years with a right to revert to their old plots, if they so desired. As was natural, work during this phase could be taken up only in a few odd villages in each State and progress was very slow. The obstinacy of a few members in a society sometimes undid the work at the last stage and all the labour was wasted.

8. An element of compulsion was, therefore, introduced during the next phase. Under the Central Provinces Consolidation of Holdings Act, 1928, and the Punjab Consolidation of Holdings Act, 1936, consolidation could be taken in a village if a certain per centage of landholders holding a certain area agreed to it.

9. This trend has been strengthened in the last phase, and most of the State Governments have at present taken power to frame scheme of consolidation of holdings for any area on their own initiative.

RECENT LEGISLATION IN DIFFERENT STATES

10. Legislation for consolidation of holdings exists at present, in the States of Bihar, Bombay, Madhya Pradesh, Orissa, Punjab, Uttar Pradesh, West Bengal, Hyderabad, Jammu & Kashmir, Pepsu, Rajasthan, Ajmer, Delhi and Himachal Pradesh (as these existed prior to reorganisation).

11. Of these, legislation in Ajmer is entirely permissive. A person, who wishes to consolidate the area which he cultivates, may apply to the Sub-divisional Officer to exchange the whole or any portion of such area for the land cultivated by another. The officer, if he is satisfied that the request is reasonable, grants such application and tries to effect the exchange in such a way that the other person concerned does not lose thereby and gets land of approximately the same value as the land which is taken from him. The scope of the legislation is thus limited and only the applicant and the person mentioned therein are affected at any one time.

12. The legislation in Madhya Pradesh, Jammu & Kashmir and West Bengal provides for a partial measure of compulsion. In these States consolidation is undertaken only if a certain per centage of rightholders holding a certain area in a village agree to the same and not otherwise. But if the conditions about per centage of rightholders and area are satisfied, the scheme of consolidation applies to all the rightholders and not only to the willing majority. The consolidation law in West Bengal differs in another aspect. In this

State if once the decision to undertake consolidation in any area is taken, the Government proceeds to acquire all the land in that area on payment of compensation. The land thus acquired is then redistributed in such a way that each rightholder gets a holding comprising the same area and, as far as possible, of the same quality and value as before. The value of the land thus allotted to an individual is deducted from the amount of compensation payable to him. No other Act embodies the principle of acquisition by the State in this way. It will, however, be observed that in actual fact acquisition of Land by the State is only a formal detail of procedure.

13. The legislation in the rest of the States provides for compulsory consolidation and if any of these States feels that such a step is necessary or desirable in any area, it can undertake the work.

14. The main provisions of the Acts in these States deal with the following subjects which are common to all:—*

- (i) introduction of scheme of consolidation by exchange of holdings;
- (ii) reservation of new areas for common purposes in the consolidation scheme;
- (iii) payment of compensation to those allotted holdings of less market value than their original holdings;
- (iv) prescription of the rights of persons in the new holdings;
- (v) administrative machinery for carrying out the scheme;
- (vi) filing of objections, appeals, penalties and such matters.

In addition to the above, Bihar, Bombay and Orissa Acts contain a provision for grant of Taccavi for carrying out any of the purposes of the Act.

TYPES OF CONSOLIDATION

15. Though the essentials of law in these States are practically the same, there is a wide difference in the scope of the work actually undertaken; and the work at present being done in various States falls under two distinct types. Thus, in States like Bombay and Madhya Pradesh the work confines itself only to regrouping of fragmented holdings to form compact holdings. In States like Punjab, Pepsu and Uttar Pradesh, however, consolidation is regarded as an aspect of an integrated programme of village reconstruction and besides regrouping of fragmented holdings includes connected work of land improvement, new road system, regulation of drain system, irrigation, provision for housing sites and other common amenities.

PROGRESS OF WORK

16. We have noted above the States in which legislation of consolidation has been enacted, but all these States have not yet undertaken the work; and appreciable progress has been made only in Bombay, Madhya Pradesh, Punjab, Uttar Pradesh, Pepsu, Himachal Pradesh and Delhi. The position with regard to these States is as follows:—

BOMBAY

Consolidation was first started in this State in 1948 and about 21·5 lakh acres have been consolidated upto April, 1956.

MADHAYA PRADESH

This is one the pioneer States. Consolidation was started in this State as early as 1928. Upto September 1955 about 25 lakh acres of area has been consolidated.

PUNJAB

About 7 lakh acres were consolidated by the Cooperative Department from 1920 to 1951. The work was subsequently taken up through the Revenue and Consolidation Departments and about 53·5 lakh acres have been consolidated upto September, 1956.

UTTAR PRADESH

Upto 1947 about 5·8 lakh acres were consolidated. The work was given up in that year and was taken up again in 1954. About 3·5 lakh acres have been consolidated upto June, 1956.

PEPSU

Consolidation work has been carried out in about 14 lakh acres upto March, 1956.

HIMACHAL PRADESH

The work was started in this State only in 1954 and the area consolidated upto June 1956 is about 6000 acres.

DELHI

Some progress was made in this State in the beginning and about 1·5 lakh acres were consolidated upto September, 1954 but the work is at present held up pending implementation of the Land Reforms Act, 1954.

17. The slow progress in consolidation is partly accounted for by the fact that practically all the States had undertaken comprehensive programmes of tenancy and tenure reforms. The existence of

intermediary rights or multiplicity of tenures necessarily slows down progress and stabilization of rights is a pre-requisite of any large scale programme of consolidation. As considerable progress has been made in recent year in the abolition of intermediary tenures and rationalisation of land system, speedier progress is likely hereafter.

18. With this end in view various States have chalked out programmes for consolidation of holdings in the Second Five-Year Plan. These are outlined below:—

Sl. No.	State	Financial provision during 1956-61 (Net unless otherwise stated) (Rs. lakhs)	Targets (in lakh Acres)
1.	Andhra	14.83	.
2.	Assam	15.00	13.82
3.	Bihar	20.00	(a)
4.	Bombay	70.2	76.0
5.	Madhya Pradesh	78.0 (gross) 50.0 (net)	4365 villages, 33.3
6.	Madras	14.2	(a)
7.	Orissa	28.0 (gross) 8.0 (net)	6.25 (2000 villages)
8.	Punjab	1.00 (gross) 37.5 (net)	102.0
9.	Uttar Pradesh	Not available.	Not available.
10.	West Bengal	41.25	a.
11.	Hyderabad	24.0 (gross) 12.0 (net)	12.0
12.	Jammu & Kashmir	1.0	a
13.	Madhya Bharat	18.0	4.4
14.	Misore	Nil	Nil
15.	Pepau	221.0 (gross) 47.5 (net)	40.85
16.	Rajasthan	30.0	20.0
17.	Saurashtra	Nil	Nil
18.	Travancore-Cochin	Nil	Nil
19.	Ajmer	6.5 (gross) 2.5 (net)	1.5
20.	Bhopal	Nil	Nil
21.	Coorg	Nil	Nil
22.	Delhi	3.0	0.6 (72 villages)
23.	Himachal Pradesh	9.5	1.85
24.	Kutch	Nil	Nil
25.	Manipur	0.29	0.25
26.	Tripura	Nil	Nil
27.	Vindhya Pradesh	4.75	1.2
28.	Pondicherry	0.2	(a)
29.	N.E.F.A.	Nil	Nil
30.	Andaman and Nicobar island	Nil	Nil
TOTAL		382.22 (Net)	382.77

(a) Targets not yet fixed.

19. Some of the difficulties encountered in undertaking consolidation of holdings are:—

- (1) sentimental attachment of the cultivator to his land;
- (2) lack of adequate and experienced staff;
- (3) incomplete revenue records;
- (4) financial stringency.

20 Further progress in consolidation will, therefore, turn on:—

- (a) making a success of the initial experimental phase so that the peasant accepts consolidation as necessary in his own interest and as a practical reform;
- (b) providing sufficient trained staff exclusively for consolidation work;
- (c) making available sufficient resources for—
 - (i) meeting the cost of consolidation operations to the extent necessary; and
 - (ii) assisting improvement of land after consolidation has been carried out.

21. These difficulties can however, be easily overcome. The successful working of consolidation in Punjab and some other States and the popular enthusiasm that it has aroused there, are valid grounds for confidence that the work can be done satisfactorily elsewhere provided that a determined and well-directed effort is made.

22. It is necessary to bear in mind that consolidation of holdings is not an isolated programme but an integral part of schemes for economic development. In order that its advantages are fully realised and made manifest to the rural masses, it should form a part of a carefully coordinated programme of village planning and agricultural improvement.

23. Plan of the book.—The object of this book is to describe the working of consolidation of holdings in various States and draw attention to some of the problems and solutions as revealed by this comparative study. In the chapters that follow, an attempt has been made to describe in some detail the procedure for consolidation and the various steps necessary for carrying on the work. These include 'Technique of Consolidation', 'Rectangulation and measurement', 'Classification and valuation of land for purposes of consolidation of holdings' and 'Preparation of scheme of consolidation and repartition'. Two other chapters deal with the 'Agency for consolidation' and 'Costs of consolidation and redistribution of land revenue'.

Education of public opinion may be necessary in the beginning in some of the States undertaking consolidation for the first time. A chapter on the 'Advantages' of the measure has, therefore, been added. The last chapter deals with 'Legislation on Prevention of Fragmentation', which is regarded as necessary for the success of the measure.

CHAPTER II

TECHNIQUE OF CONSOLIDATION

The main features of the legislation on consolidation in different States have been dealt with earlier. Chapters II to V contain a brief account of the procedure adopted in the consolidation of holdings.

STAGES IN CONSOLIDATION

2. Though there are differences in detail, the procedure is, in essentials, the same in different States. Thus in each State, when a village is taken up for consolidation, certain preliminary steps such as formation of advisory committees and correction of records are taken. This is followed by remeasurement, wherever necessary. The next stage is the valuation of each field in the village after which the principles on which redistribution of land is to take place are formulated. This is followed by delivery of possession of the new holdings to the cultivators and the preparation of the new records.

3. Thus the principal stages of consolidation work are:—

- (i) Preliminary steps.
- (ii) Rectangulation and measurement.
- (iii) Classification and valuation.
- (iv) Scheme of consolidation.
- (v) Repartition.
- (vi) Preparation of final papers and their final attestation.

4. In the pages that follow each stage is explained in some detail with a view to bringing out its main features.

(i) Preliminary steps:—The preliminary steps include the following items:—

- (a) Initiation of consolidation proceedings;
- (b) Formation of village Advisory Committees.
- (c) Appointment of guardians of minors etc.,
- (d) Correction of records; and
- (e) Preparation of preliminary statements.

(a) INITIATION OF CONSOLIDATION PROCEEDINGS

5. The work of consolidation is taken up either on the application of the rightholders in the village or *suo motu* by the State. Thus, in *Madhya Pradesh* as well as in *Jammu & Kashmir* consolidation work is initiated on an application made by any two or more permanent holders holding not less than the prescribed area. In these States, if two-thirds of the tenure-holders in the village apply for consolidation of their holdings, the application is deemed to be an application on behalf of all the tenure-holders and the scheme, when confirmed, is binding on all; where the applicants are fewer in number, the scheme is binding on those who apply and on those who agree to join. In practice attempts are made to secure the consent of the requisite number of tenure-holders so that the application may be deemed to be an application on behalf of all of them. In *Madhya Pradesh*, on receipt of an application for consolidation a date is fixed for its examination and an announcement to that effect is made in the village. On that date the Consolidation Officer* examines the application with a view to deciding whether it should be admitted or rejected. The application may be rejected if—

- (i) repeated attempts fail to produce the statutory majority,
- (ii) the land-holders insist upon having consolidation separately for different sections of the population which are too small to permit of the formation of sufficiently large plots;
- (iii) on the part of landholders there is failure to agree to the disposition of tenants of holdings as consolidated, e.g. through exchange of tenants etc;
- (iv) party factions in the village are so strong that consolidation cannot be carried out smoothly. Where the Consolidation Officer considers that an application should be rejected, he makes a report to the Deputy Commissioner for orders. If, however, the conditions prescribed in the rules are fulfilled, he may proceed with consolidation on his own authority.

6. In *West Bengal* consolidation may be initiated in any area either on the representation of the landowners or by the Government. In either case two-thirds or more of the owners of holdings likely to be affected must agree to consolidation before it can be taken up.

*In *Punjab* Consolidation Officer is usually a gazetted officer of the rank of a Tehsildar (in the grade of Rs. 270—10—340/10—420 with special pay of Rs. 25/- p.m.) In some other States Deputy Collectors (in the grade of Rs. 350—30—500/30—650 plus special pay of Rs. 100/- p.m.) are appointed in this post. A detailed account of the duties of this officer as well as of other officers appointed for consolidation work is given in the chapter on "Agency for Consolidation".

7. In several States (as they existed prior to re-organisation such as *Bihar, Bombay, Punjab, Uttar Pradesh, Hyderabad, Pepsu, Rajasthan, Delhi and Himachal Pradesh* the Government can make take consolidation in any area on its own initiative. In Orissa consolidation, along with other development work, is entrusted to a statutory body known as *Agricultural Board* which is also authorised to initiate the consolidation proceedings.*

(b) FORMATION OF VILLAGE ADVISORY COMMITTEE

8. The selection of villages and issue of notification is followed by the formation of village consolidation advisory committees. The mode of formation of these committees and their constitution, however differ in different States.

9. In *Punjab, Pepsu and Delhi* village committees are formed by nomination from amongst different sections of the village community. Agricultural labourers who do not own land in the village are also included. No specific qualifications are prescribed for the members of these committees in these States, but if there is a panchayat in a village, its members are required to be included in such committees. The minimum number of members in the committee is fixed at three but no maximum number is prescribed. To ensure smooth working the Consolidation Officer, who is the appointing authority in this respect, has been given wide discretion in the selection of members. In *Himachal Pradesh* no rules have been prescribed for the formation of committees but in practice the procedure common in the Punjab is followed.

10. In *Bombay*, the village panchayat, where it already exists, constitutes the committee for the purpose of consolidation. In other cases a committee is nominated by the Mamlatdar or Mahalkari. As in Punjab these officers have been given wide discretion for selection of members.

11. In *Madhya Pradesh* each village committee consists of five members, two of whom are elected by the tenure-holders who applied originally or have subsequently given their consent for consolidation and three are nominated by the Consolidation Officer who is the

*The Agricultural Board consists of :—

(a) the Minister-in-charge of the Department of Agriculture	Chairman—ex-officio.
(b) the Commissioner of Agriculture, Orissa	Member.
(c) seven persons holding office under the State Government representing Agriculture, Veterinary, Fisheries, Forestry Co-operation, Revenue, Irrigation, Electricity and River Valley Development Departments	Members.
(d) four members of the Orissa Legislative Assembly elected by the said Assembly	Members.
(e) four persons who do not hold office under the Government to be nominated by the State Government	Members.

appointing authority. The persons selected should be residents of the village and are expected to be above party faction, scrupulously honest and straight forward and experienced in cultivation so as to be of help in estimating and judging relative productivity of different fields. They should also enjoy the confidence of cultivators belonging to different castes and of tenants.

12. As in the case of *Madhya Pradesh*, in *Uttar Pradesh* village committees are partly elected and partly nominated. The number of elected members in each committee varies from 5 to 11 and of nominated members from 1 to 4. In each case the number is fixed by the Settlement Officer after taking into consideration the area and population of the village, different sections of the community requiring representation and the number of existing members of the village land management committee constituted under the Zamindari Abolition and Land Reforms Act. The elected members must be members of the existing land management committee and should be permanent residents of the village carrying on cultivation therein and should not be below 25 years of age. In case the requisite number of members of the land management committee are not residents of the village, the qualification of residence in the village is waived and the number can be made up by election from amongst the non-resident members of the land management committee. The election is conducted by the Consolidator (Kanungo) and any candidate who is aggrieved can file an objection before the Settlement Officer whose decision is final. Nominations are made by the Settlement Officer himself.

13. In *Bihar* there is a provision that the village advisory committee shall consist of the executive committee of the *gram panchayat*. If, however, a *gram panchayat* includes more than one village, the village advisory committee shall consist of only those members who reside in the village concerned. The Consolidation Officer may appoint committees in villages in which there are no *gram panchayats*. The number of persons to be appointed in a consolidation committee and the manner of their appointment have not been prescribed yet, but the relevant rules are under consideration.

14. In *Orissa* there is no provision for the appointment of village committees but in any area in which there is a Krushi Samiti (committee for any defined area like a Thana or a Taluka) the consolidation scheme must be prepared in consultation with the Samiti.

15. Village committees have to advise generally in all matters concerning consolidation and, in particular, to help in the appointment of guardians of minors etc., and to assist in the classification and valuation of fields, in the preparation of the consolidation scheme

and in the formation of new holdings to be allotted to individuals. Though these committees are advisory in character, their advice is generally accepted. In *Uttar Pradesh* there is a specific provision in the Consolidation Act to the effect that if there is a difference of opinion between the Assistant Consolidation Officer and the consolidation committee in regard to any matter, it shall be referred to the Settlement Officer (Consolidation) whose decision is final. Such a provision does not, however, exist in other States. The meetings of advisory committees are held whenever necessary and a detailed record of the proceedings of every meeting is maintained. In *Punjab*, in order to ensure against tampering, a copy of the proceedings of each meeting is required to be sent to the Settlement Officer immediately after the meeting.

(c) APPOINTMENT OF GUARDIANS OF MINORS ETC.

16. In some States, as in *Punjab* and *Uttar Pradesh*, to watch the interest of minors, idiots, lunatics or persons who are absent from the village, such as defence personnel, and persons employed in government service etc., guardians are appointed for the purpose of consolidation proceedings. These appointments are made by the Consolidation Officer in consultation with the village committee unless they are made independently by a competent court. Such guardians are generally the nearest relatives of the persons concerned and must not have any interest adverse to that of the ward. In *Madhya Pradesh* and *Bombay* there is no provision for appointing guardians.

(d) CORRECTION OF RECORDS

17. After the steps described above have been taken, the field map is corrected and the revenue record brought up-to-date. In all States changes in area and in field boundaries are carried out in the maps after actual measurement on the spot. The procedure for correcting other mistakes, however, varies somewhat in different States.

18. In *Punjab* the Revenue Inspector** is required to read and explain entries in the existing record to all concerned in an open meeting of villagers and to note the mistakes which are pointed out. A certain percentage of these mistakes have to be checked later by the Assistant Consolidation Officer†. Mistakes may be either clerical mistakes or other mistakes such as those of title, possession etc.. The former category may include mistakes in copying entries

*Usually he is an officer of the State Civil Service and carries the grade fixed for such service in the State plus a special pay varying from Rs. 75/p.m. to Rs. 100/- p.m.

**The Revenue Inspector is called Field Kanungo in some States and usually carries a pay of Rs. 60-4-80/5-120.

†In *Punjab* Assistant Consolidation Officer is usually of the rank of a Naib Tehsildar a sub-gazetted officer in the grade of Rs. 125-5-185/7½-230 plus special pay of Rs. 15 p.m.

from the previous record or in incorporating orders passed by revenue officers. In such cases orders for correction can be passed by the Assistant Consolidation Officer without hearing the parties concerned. In the case of mistakes of the second group it is necessary to hear the parties before a decision is taken and to enter mutations. These are decided by the Assistant Consolidation Officer who is invested with the powers of a second grade Assistant Collector under the Land Revenue Act. An appeal from the orders of the Assistant Consolidation Officer lies to the Settlement Officer (Consolidation) who is invested with the powers of a Collector for this purpose. A second appeal lies to the Commissioner in certain cases. The work of consolidation, however, is not held up pending these appeals and the orders passed by the Assistant Consolidation Officer are given effect to in the consolidation records so long as they are not changed by a higher authority.

19. In Uttar Pradesh the Consolidator (Revenue Inspector or Kanungo) is required to make a field to field inspection of the village in association with the consolidation committee and to prepare a list of mistakes and defects detected by him in the map, in the *Khasra in respect of area, possession, irrigation etc., and in the Khatuni* as regards title etc. The list is thereafter checked by the Assistant Consolidation Officer who then contacts the parties concerned and tries to bring about reconciliation among the disputants. In case the parties agree to a correction, their signatures or thumb impressions are taken in token of their agreement. Where any of the parties concerned is not present or where a reconciliation is not arrived at, the Assistant Consolidation Officer makes a summary enquiry, keeps brief memoranda of the evidence recorded by him and reaches his decisions. He then publishes the corrected record by exhibiting copies thereof in the village concerned and also by reading out the entries to villagers. Any person aggrieved by the order of the Assistant Consolidation Officer may, within 21 days of the order, appeal to the Consolidation Officer whose decision is final. The Consolidation Officer, however, does not decide objections involving questions of title. If such a question has not already been determined by a competent court, the Consolidation Officer is required to refer the question for determination to the civil judge having jurisdiction who, in turn, refers it to an arbitrator appointed for the purpose. When such a reference is made all suits or proceedings pending in any court in which the question of title in relation to the same land has been raised, are stayed and the decision of the arbitrator is final. Arbitrators are appointed from amongst judicial officers or

*Khatuni and Khasra in Uttar Pradesh correspond to Jamabandi and Khasra Girdawari register in Punjab. The usual entries made in these registers are described on the next page.

assistant collectors of the first grade with not less than 5 years standing. This procedure is provided for in order to expedite decisions.

20. In *Madhya Pradesh* the Revenue Inspector carries on verification of records simultaneously with the work of valuation. The mistakes are then explained to the parties concerned and if both sides agree, a list of mistakes is prepared and corrections are carried out in the record. In case the parties do not come to an agreement, no corrections are carried out.

21. In *Bombay*, as soon as a village is taken up for consolidation, a proclamation is issued calling upon all persons who want any change in the existing records to submit their claim for changes within 21 days from the date of issue of the notice. The claims are filed with the Assistant Consolidation Officer who prepares a list of such objections as well as of the mistakes observed while checking the record or in the course of the field inspection. Orders are thereafter passed after hearing the parties concerned. The Assistant Consolidation Officer can also certify new mutations as he is delegated the powers of Mahalkari (Naib Tehsildar) in the area under consolidation. The procedure for appeals in such cases is the same as in other revenue cases, but the orders of the Assistant Consolidation Officer are given effect to in consolidation records and changes, if any, ordered by the proper appellate authority are incorporated in due course.

22. The Assistant Consolidation Officer checks a certain percentage of the work done by the Consolidator and similarly the Consolidation Officer and other higher officers exercise due check at this stage.

(c) PREPARATION OF PRELIMINARY STATEMENTS IN CONSOLIDATION

23. After the record has been brought up-to-date certain preliminary statements showing the area held by a rightholder, the valuation given to the fields and the area due to rightholders after deductions for common purposes etc., are prepared. These statements are based on the existing revenue record and would, therefore, naturally differ in detail in each State. Some idea as to the essential requisites of these statements can, however, be had from the brief account, given below, of the revenue records and the preliminary statements prepared in the State of Punjab and from the forms of such statements in Punjab and Uttar Pradesh States in the Appendix I (A & B).

24. The record of rights in Punjab usually contains the following documents:—

(1) A preliminary proceedings,

- (2) The field map,
- (3) A shajra nasab or genealogical tree of the owners,
- (4) A jamabandi or register of the holdings of owners and tenants showing the fields comprised in each, the revenue for which each owner is responsible, and rent payable by each tenant,
- (5) A list of revenue assignments and pensions,
- (6) A statement of rights in wells,
- (7) A statement of rights in irrigation, if any, from other sources,
- (8) A Wajib-ul-arz or statement of customs respecting rights or liabilities in the estate.
- (9) The order of the Settlement Officer determining the assessment, and
- (10) The order of the Settlement Officer distributing the assessment over holdings.

25. To keep this record up-to-date a fresh jamabandi is prepared every four years and mutation register and Khasra Girdawari or crop inspection register are regularly maintained. All changes in ownership—alienation of land by sale, mortgage, exchange etc.—are entered in the mutation register immediately after the transaction whereas changes in possession, source of irrigation, area under each crop and rent payable are regularly noted in the crop inspection register at the end of each harvest.

26. When consolidation is undertaken in a village values are assigned to individual fields in each village and some area is also reserved for common purposes such as roads, extension of abadi etc. The preparation of fresh statements showing existing rights of rightholders is, therefore, essential. These statements comprise—

- (i) an alphabetical index of the individual holders in the village (containing also cross references to relevant Khatahs (holdings) of register No. (iii);
- (ii) a list of survey numbers in their serial order along with the kind of land and the class of soil in the existing records as well as the new valuation;
- (iii) an account of existing rights possessed by the owners and their tenants (containing names of owners and tenants, list of plots, class of land and value of land); and
- (iv) a complete and consolidated account of the land and rights of the rightholders to which they are entitled in consolidation.

*(In this register list of plots and class of land are not given
Owners of joint holdings who desire and are entitled
to partition are shown separately).*

27. The statements are prepared by the Patwari and are thoroughly checked by the Revenue Inspector. The Assistant Consolidation Officer and the Consolidation Officer also check a certain percentage of the entries to ensure their correct preparation during the course of their visits to the village.

CHAPTER III

RECTANGULATION AND MEASUREMENT

In all the States where consolidation work is in progress, except Punjab and Pepsu, the shape of the existing fields is not changed and individual blocks are formed either by amalgamating them or, where necessary, by partitioning them. Some remeasurement becomes necessary in such cases but, unlike the practice in Punjab and Pepsu, complete remeasurement is not generally undertaken as part of the consolidation operations. In both these States, however, consolidation in a village is preceded by substitution of rectangular fields of uniform size in place of the irregular fields of odd shapes into which the land of a village is commonly divided. This process is called Killabandi* or 'rectangulation'. The rectangle at present prescribed in these States is 25 acres in area (1100' x 990') and is sub-divided into 25 sub-rectangles (killas) of exactly one acre a piece measuring 220' x 198'.

2. *Object of Killabandi.*—The object of Killabandi is to facilitate the partition of land in consolidation proceedings and also to provide right holders with fields of convenient size for irrigation and cultivation. With straight water-courses and even-shaped fields there is much greater convenience and much less waste in the use of water. There is saving of time in seasonal crop inspections and the higher revenue staff can exercise supervision much more effectively than under the old system. Above all, the expense and worry of a subsequent settlement is greatly reduced. The map thus made is practically permanent and the revision of map becomes an easy operation.

3. As boundaries are clearly defined, this leads to easier management of land and almost complete elimination of boundary disputes and consequent litigation. It also makes planning for the tract much easier. Thus, where roads are to be laid in a certain tract or where new drains or channels are to be dug for irrigation, the existence of Killabandi makes the preliminary survey easier and leads to saving of time and expense.

4. An average patwari can easily handle this work after some training. Experience in Punjab has shown that the usual time

*The name is derived from the 'killa' or wooden peg used for demarcating the corners of the smaller rectangles.

taken for Killabandi in a village of about 1,000 acres is approximately two months and the cost of the operation, including the cost of the additional staff employed for the purpose comes to approximately 8 annas per acre. Rectangulation cannot, however, be carried out in purely hilly areas and if attempted on sharp slopes it may at times make difficult the work of contour operations for the prevention of soil erosion.

5. *Procedure for Killabandi.*—The procedure for Killabandi adopted in Punjab and Pepsu may be briefly described. There are at present two kinds of villages in Punjab. In one the Survey Department has already laid rectangles of 3,000 acres and then subdivided them into rectangles of 100 acres. In others, either no rectangles have been laid down or the bigger rectangles have not been divided into rectangles of 100 acres. In the former case the 100-acre rectangles have to be divided into rectangles of 25 acres each and then into smaller rectangles of one acre each. The method in this case is to divide the sides of the rectangle into two or five equal lengths, as required and join the points thus fixed, by lines parallel to the sides of the rectangle.

6. Where rectangles have not been made at all, it is necessary to fix a base line. This is generally laid in the middle of the village running either north and south or east and west. The direction is precisely ascertained by compass. The line is laid on smooth ground where there is no obstruction to sight on both sides. If the line is running north to south, its length is 990 feet whereas if it is running east to west, its length is 1100 feet. Two flags are set up at a distance of 990 feet in the direction of north and south and then two more planted at either end at the same distance and in the same straight line, making a line of 2970 feet, the middle 990 feet being the base-line. If the direction is east to west the distance between each flag is 1100 feet and the total length 3300 feet. When the base-line has been laid down, perpendiculars are set up at either end by means of a "cross staff"*. The requisite length is measured by a

*This is an instrument used for purpose of setting up perpendiculars on the ground. It consists of a slab of wood about 8 inches broad fixed like a small table on the top of a stake. Across the slab two grooves exactly perpendicular to one another are cut with saw.

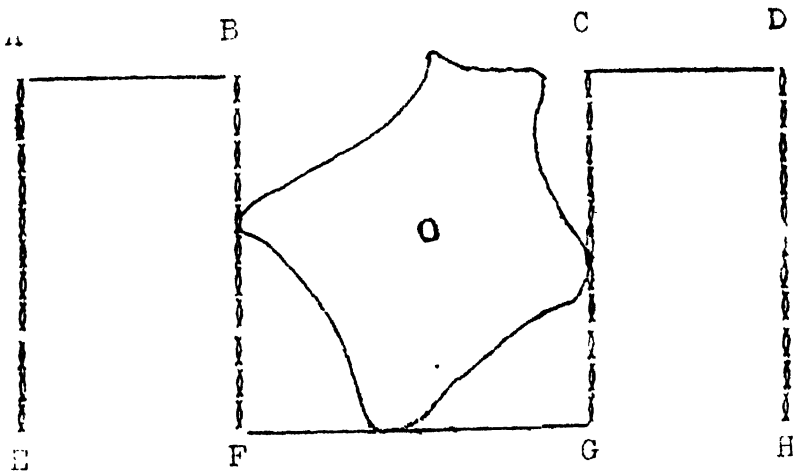
In order to lay out a perpendicular from a given point in a straight line, flags are at first planted at the ends of the straight line. The cross staff is then fixed on the ground at the point from which it is required to set up the perpendicular. The cross staff is adjusted in such a way that either flag on the line may be visible along one of the saw cuts when the eye is placed on the opposite side. Then the other saw cut gives the direction of the perpendicular line required and a flag placed so as to be visible along that saw cut will be in the proper direction.

This instrument is also used to find the point in a straight line at which a perpendicular from any other visible point would fall. For this purpose the straight line must be marked by three flags. Then the cross staff is moved along the straight line until a flag at the other point is found to be visible through the second saw cut at the same time that the flags on the straight line are visible through the first saw cut.

chain and the four boundaries of the rectangle marked on the ground. To test the accuracy of the rectangle, its diagonals (which should be $1483\frac{5}{8}$ feet) are also measured. Other rectangles of the same size are marked on the ground similarly by prolonging the sides of the first rectangle until the entire area of the village is covered. These rectangles are divided into sub-rectangles of one acre each by marking out smaller lengths on each side of the bigger rectangles.

7. As soon as the sub-rectangles have been marked, the right-holders are required to raise small ridges (wats) along its boundaries and the entire village land is thus divided into regular fields of one acre each with boundaries clearly marked.

8. In the course of laying out rectangles it often happens that there are obstacles—such as a pond, canal, village grove or mound. If a chain can be run across, there is no difficulty; otherwise, the obstacle is avoided by a small deviation to one side at the beginning of the obstacle and then chaining back the same perpendicular distance at the other end. This will be more clear by the following example*:



In the above figure the patwari is supposed to be working along the line AB when he comes across the obstacle 'O'. He, therefore, stops short at the point B and makes the deviation BFGC in order to get at points CD which are in the same straight line as AB. For this he sets up a perpendicular BF at the point B and goes upto F, the point from where he has a clear view of the end of the obstacle. Distance BF is measured and another perpendicular of equal length AE set up further back. Flags are then planted at point E and F

*See Manual of Land Measurement.

well as the rectangles and sub-rectangles within that boundary. Other permanent features in the village such as the village abadi, canals, distributaries, railway line, roads and village paths, wells, gardens etc. are also shown in it. For purposes of accuracy the map is prepared on mapping sheets* supplied to the patwari for the purpose. A cloth map is also prepared by the patwari for purposes of crop inspections by tracing from the original map (prepared on mapping sheets). The original map is carefully preserved at the tehsil and district headquarters and is used for purpose of reference, whenever necessary.

11. For plotting the village boundary-line as well as other features mentioned above on the village map, important points at the bends of the boundary-line or of the abadi, roads etc. are first marked on the ground and perpendiculars set up from these points on the sides of the nearest rectangles. The distance from each point to the side of the rectangle is then measured by means of a chain and thereafter the point is fixed on the map according to the scale. These points when joined up on the map give the boundary-line or the feature required to be mapped.

12. *Index Map*:—Before preparing the map on the mapping sheets, it is usual to prepare a map on a smaller scale giving all these features. This is known as the 'index map' and serves as an index for the village map and also helps in determining the number of mapping sheets required for the map on a larger scale. The scale used for the index map is one inch to 880 feet. In order to find out the number of mapping sheets required, blocks of 16 rectangles are marked on the smaller map beginning from the north-east corner. The number of blocks thus formed within the village boundary will give the number of sheets required for the purpose. The sheets used for preparing the map are numbered by letters A, B, C, D from side to side and by figures 1, 2, 3, 4 from top to bottom. By means of these numbers each sheet can be distinguished and the same lettering and numbering marked on the mapping sheets themselves. The name of the village, its serial number, tehsil and district and the year of preparation of the map are also given on each sheet.

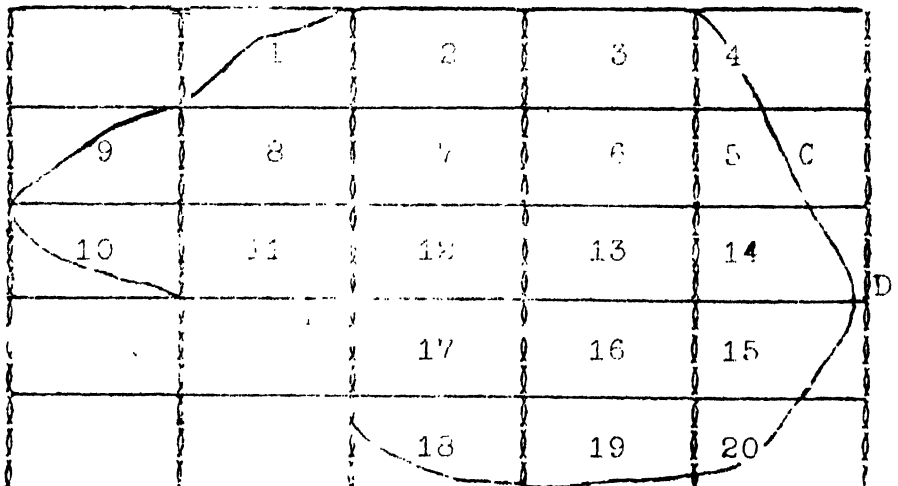
13. *Plotting of rectangles on the old map*.—The next step is to plot the newly made rectangles and sub-rectangles on the old mapping sheets of the village showing the old field boundaries. For this purpose perpendiculars are set up from the corner of the rectangles

*A mapping sheet consists of thick paper pasted on cloth, which is ruled into rectangles on the scale of one inch to 220 feet. Each mapping sheet contains 16 such rectangles. 4 to 8 mapping sheets are generally required for the mapping of an average village.

or sub-rectangles on the sides of the old fields and the distance measured. The points are then fixed on the map by relaying these perpendiculars on the scale of one inch to 220 feet. The distance from these corners and the points where the sides of the rectangle or sub-rectangles intersect the sides of the old fields are also measured and these distances are used as a further check for plotting these corners. The object of plotting rectangles on the map is to show which of the previous field numbers have been included in a particular sub-rectangle so that it can be properly valued. Later, this also facilitates the formation of new holdings to be allotted to individuals.

14. As each village is generally measured as a separate unit, it is necessary that the boundary line of the village as shown in the map of that village agrees with the common boundary shown in the maps of the adjacent villages. For this purpose a joint inspection by the patwaris of villages with common boundaries is carried out on the spot and the distance between various points on the boundary-line on the maps of the village compared.

15. Once the rectangles and sub-rectangles are demarcated in the village, it is necessary to number them for purposes of identification and record. The rectangles are numbered serially starting from the rectangle in the north-western corner and going towards the east to the end of the village and then returning along the second row of the rectangles from east to the west and so on till the last rectangle of the village has been numbered in this manner. This will be clear from the diagram given below:—



In this diagram, ABCDEFG is the boundary-line of the village in which rectangles 1 to 20 are located. As the boundary of a village does not follow the lines of the rectangles, some of these rectangles have been cut into two and only partial rectangles are included within the village boundary. For the purpose of numbering, however, no distinction is made between the partial rectangles and the whole rectangles included in the village and the numbering is done as in the above figure.

16. As we have already seen, the bigger rectangle contains 25 sub-rectangles. These are also numbered by giving them serial numbers as in the diagram given below:—

1	2	3	4	5
10	9	8	7	6
11	12	13	14	15
16	17	18	19	20
21	22	23	24	25

In the case of sub-rectangles located in a partial rectangle, the numbers of sub-rectangles, which are not within the boundary-line of the village are omitted and the remaining numbered in the same manner as above. For instance, if the first three smaller rectangles of the first row and two on the western side of the second row of a certain rectangle are outside the boundary-line of that village, then the remaining two sub-rectangles of the first row which belong to that village are numbered as 4 and 5 starting from west to east and those of the second row numbered as 6, 7 and 8 starting from east to west, thus omitting numbers 1, 2, 3, 9 and 10. The first western sub-rectangle of the third row is then numbered as 11 and so on. As in the case of rectangles, separate numbers are given to the sub-rectangles according to their order irrespective of their area. If any sub-rectangle is further sub-divided into two or more parts during repartition at any time, the numbering is done in the form of a fraction with the same sub-rectangle number as numerator. For example if sub-rectangle number 15 is split up into three parts, the different parts will be numbered as 15/1, 15/2 and 15/3.

17. The canals, distributaries, railway line, *pucca* roads *kacera* roads and village paths are numbered serially in the above order, starting from the serial number next to that of the last rectangle in the village. The village abadi is numbered after the village paths mentioned above while the paths of plots which are prepared during repartition are numbered after the village abadi.

18. Small areas are generally set apart around the village abadi for use as manure pits. These are given one number for each sub-rectangle or its part and their internal distribution may be shown by a sketch in the proceedings book for future reference. A common number is given to all the manure pits in a sub-rectangle.

19. In the case of wells, gardens and houses falling within the same rectangle the number is given to them in the order of the sub-rectangle in which any of them falls. Should they happen to fall within more than one rectangle, the rectangle in which their larger portion is located is considered to be its location for purposes of numbering.

20. *Preparation of the Killabandi field-book*: -The calculation of areas of different sub-rectangles is done in a field book. Such calculation is needed only in the case of partial sub-rectangles. In these the dimensions are measured on the spot and areas calculated accordingly. For the purpose of valuation, if the whole sub-rectangle has in it the same quality of land, no measurement is required on the spot, but in the case of sub-rectangles in which different kinds of land are included, it would be necessary to indicate the dimensions of each class of land and calculate areas. In Punjab, each class of land is valued in terms of annas and the different areas are, therefore, multiplied by their anna valuation and divided by 16 to give its standard area (as fraction of a rupee)*. These areas are then added up to give the value or standard area of the sub-rectangle as a whole.

*The method of valuation in Punjab has been described at length in Chapter IV Classification and Valuation of land for purposes of consolidation.

CHAPTER IV

CLASSIFICATION AND VALUATION OF LAND FOR PURPOSES OF CONSOLIDATION OF HOLDINGS

Consolidation involves planned and systematic exchange of land, new and compact blocks being given in place of the previous scattered plots held by an individual cultivator. Since plots of land vary greatly in the texture and quality of soil, facilities of irrigation, productivity, distance from the abadi and other advantages, it is essential to have a method of valuation by which different classes of land can be reduced to a comparable basis.

2. Careful and correct classification and valuation of land is one of the most essential factors in the success of consolidation schemes. Experience has shown that if due care is exercised at this stage and the fields in the village are correctly valued, the chances of discontent and dispute are reduced to the minimum.

3. Because of the importance of correct valuation it is desirable that this work should be closely supervised by the Assistant Consolidation Officer and Consolidation Officer throughout. Most of the States recognise this and have specifically laid down that the Assistant Consolidation Officer would be held personally responsible for correct valuation and have further provided for frequent checks by the Consolidation Officer during these operations.

4. Though the importance of the operation is emphasized in all the States, the actual methods followed for valuation differ in different States. These methods can broadly be grouped under three heads:—

I. Valuation on the basis of productivity;

II. Valuation on the basis of market value; and

III. Valuation on the basis of rental value.

I. Valuation on the basis of productivity.

5. This method of valuation is followed in most of the States at present doing consolidation—namely, Punjab, Madhya Pradesh, Pepsu, Delhi and Himachal Pradesh.*

6. Under this method the value of a plot of land is based on its intrinsic worth in terms of agricultural produce and all those factors which affect the produce are carefully considered. The peasants in

*The rules for valuation in Himachal Pradesh provide a combination of methods I & II but the Punjab method is generally followed in actual practice.

the village are consulted and the test for correct valuation is that the average individual should be willing to accept in exchange for his own plot a different piece of land at the new valuation.

7. An entirely new system of classification and valuation in terms of annas is worked out and the best quality of land in the village is valued at 16 annas, the value of the rest of the land being fixed according to its relative worth compared to the 16-anna land.

8. The method involves a close survey of all the fields in the village whose value is fixed after taking into consideration (a) quality of land, (b) situation and distance from the village, (c) improvements, (d) sources of irrigation and (e) produce. Each of these factors is explained briefly below:—

9. **Quality of land.**—Lands are classified at settlement but the classification is varied on the basis of crop inspections. If, for instance, land classed as dry at the time of settlement is brought under irrigation, the classification is changed and the entry in the annual record amended accordingly. The usual classes of land in Punjab are:—

- (i) Nehri—irrigated from canal;
- (ii) Chahi—irrigated from wells;
- (iii) Abi—watered by lift from tanks, *Jhils* or streams;
- (iv) Barani—dependent on rainfall;
- (v) Banjar Jadid—land not cultivated for four successive harvests.
- (vi) Banjar Qadim—land not cultivated for eight successive harvests.

10. In certain tracts land is also classified as Dakar (clay). Rausali (loam) and Bhud (sand) etc. Any changes in classification are noted bi-annually at the time of crop inspection.

11. The settlement classification in Pepsu, Delhi and Himachal Pradesh follows similar lines. In Madhya Pradesh, however, distinctions in the nature and texture of the soil are given much greater importance. The usual classes of soil in Madhya Pradesh are—

- (i) Kanhar (black cotton soil);
- (ii) Dorsa (brown soil);
- (iii) Matasi (yellow or flesh coloured soil);
- (iv) Bhata (high lying land); and
- (v) Kachar (sandy soil).

12. Further distinction is also made in each class according as these are embanked or unembanked, irrigated or unirrigated.

13. At the time of consolidation, along with the changes in classification, differences in the quality of the fields in the same class are also noted and provided for. Although the classification in the revenue records is one of the factors to be taken into consideration in this method, it is not the main or the guiding factor and on account of the other prevailing factors, it often happens that fields of the same class of land get different values e.g. one field of *nehri* land may be valued at annas -/8/- or -/12/- per acre whereas another *nehri* field in the same village may be valued at annas -/16/-. Similarly, in some cases a *barani* field may have the same value as another *nehri* or *chahi* field in the same village.

14. *Situation and distance from the village.*—If a particular area is favourably situated and is near the village so as to command a higher value on that account, this fact is taken into consideration. In a large village whose area stretches far in one direction, distances of fields from the *abadi* and means of communication are given special attention.

15. *Improvements.*—Any improvement such as the sinking of a well or a tube-well or the construction of a farmhouse and the presence of such factors as water-logging or erosion or other evidence of soil deterioration are also taken into consideration while valuing individual fields.

16. *Sources of irrigation.*—The source of irrigation is another important factor in valuation. The question whether irrigation is by flow or lift and in the case of well irrigation, the quality of the water of the well and its depth are given due weight.

17. *Produce.*—Relative productivity of different fields is ascertained on the spot. The history of cropping and the capacity to produce a double crop is also taken into consideration. In Madhya Pradesh for purposes of valuation the produce is generally ascertained in 'multiples' of the seed sown. Thus, in the case of rice fields, a harvest of twenty times the seed sown is considered a reasonable standard for an average rice field. Four times the seed is calculated roughly to meet the cost of production in kind. Deducting this, an average good field will have sixteen times the seed sown as surplus and it is termed as a 16-anna field. It is taken to be the standard field for comparing and estimating the productivity of other fields. Fields which have a surplus of twelve times the seed sown will be valued at 12 annas, those with a surplus of ten times the seed at 10 annas and so on.

18. Similarly, the highest yield in the wheat tract in this system is estimated at six times the seed sown. On an average the outlay on cultivation comes to twice the cost of seed sown; the cultivator's net profit is reckoned at 4 times the value of seed sown. The valuation of such fields is to be taken as 16, and fields of varying productivity are valued in the manner illustrated in the table below:

Total yield	Expenditure	Net yield	Valuation in terms of anna
6 times	2 times	4 times	16
5 1/2 times	2 times	3 1/2 times	14
5 times	2 times	3 times	12
4 1/2 times	2 times	2 1/2 times	10
4 times	2 times	2 times	8

19. It is important that the village consolidation committee and the villagers in general understand the valuation and generally approve of it. For this purpose when the Assistant Consolidation Officer visits the village he checks up the valuation in the presence of villagers and the village advisory committee. If there are any objections or disputes, he visits the spot and fixes the valuation for each such field after inspection and consultation with the villagers. Experience has shown that at this stage quite often an attempt is made by some of the rightholders to get their lands valued at favourable rates; the officer is, therefore, expected to be very careful in considering the advice tendered by the village advisory committee. He explains to them that wrong valuation would ultimately mean injustice at the time of redistribution and impresses upon them the importance of ensuring justice. He has, however, the discretion to accept the advice of the committee only if he is satisfied that it is just and may differ from them if he considers that they are swayed by considerations of faction. As there is no compulsion in consolidation in Madhya Pradesh, the agreement of cultivators and the committee is all the more important.

20. *Division of the village into blocks.*—Before the valuation of individual fields is undertaken the village lands are generally divided into 'blocks'. The most important consideration in determining blocks is the manner in which the principal classes of land are found distributed within the village. In fixing the limits of blocks the existence of some permanent features such as a ridge, a road or a drain is duly considered and generally areas situated between two roads, or beyond a ridge or a drain in a particular direction in the

village are placed in the same block. Areas which include much uncultivated land are placed in a separate block from other areas. The level of lands is also taken into consideration while forming blocks, as irrigation is easier on low lying fields than for fields situated at a higher level. In villages by the side of a river, the areas liable to flooding are placed in a block separate from the others. The object of forming blocks is that a sufficient number of fields in a particular region get the same valuation in consolidation.

21. In Madhya Pradesh two blocks formed for the purpose of valuation are called *Khars* and are so named probably because of the number of trees they contain. The superior tracts of land are selected. *Khars* of similar productivity and convenience, between which the people are willing to exchange fields on equal terms are grouped together. *Khars* are classified into three groups—

- (a) Grade I—superior or *Sami*;
- (b) Grade II—medium or *Madhama*; and
- (c) Grade III—inferior or *Nama*.

22. These '*Khars*' are generally given local names to make it easy for the valuator to understand the location of their fields.

23. It should, however, be noted that division into blocks for purposes of valuation is more useful when a sizeably large tract in a village is of the same quality and has similar facilities of irrigation etc. Its usefulness diminishes in tracts where there are marked differences in quality between different fields or a sufficiently large tract of the same quality cannot be had at one place.

24. *Valuation of individual fields.* The valuation of individual fields generally starts with the superior land in the best block. In this at first a standard field of 16 annas is selected in consultation with the village advisory committee and the cultivators. Other 16-anna fields are then ascertained and marked on the map. Next, fields of lesser value are valued in terms of annas and similarly marked. In this manner all the fields in all the blocks are valued one after another and their valuation in annas is noted in the map. As stated earlier, the test for valuation is that an average individual in the village should agree to the value assigned and be willing to accept another plot in exchange for his own at this value. The tendency to have too many classes is to be avoided but at the same time it must be ensured that various fields are correctly valued.

25. *Valuation of gardens:* In Madhya Pradesh gardens are usually excluded from consolidation and are allowed to remain with the original holders. In Punjab and Pepsu, they are generally valued at a higher rate and are treated as a special class of land for

purposes of consolidation. Thus a particular garden field may be valued at Rs. 2/- or even higher. This, however, applies only to compact gardens. Where a small number of trees (fruit or timber etc.) are growing in different parts of a particular field, trees are valued separately according to market value.

26. *Valuation of wells*:—As in the case of gardens, wells, tube-wells and farmhouses are left out of consolidation in Madhya Pradesh. In Punjab and Pepsu, however, their exchange value is fixed in cash. The important factors that are taken into consideration while fixing the price of wells are the depth of the well and the quality and quantity of water. The persian wheel or the pumping sets are similarly valued according to the market price and if an owner does not accept the price fixed, he is given the option to remove the well-gear provided the removal does not cause any permanent damage to the source.

27. *System of auction for purposes of valuation*:—In Punjab, at times resort is had to the system of auction for fixing the value of particular pieces of land. This happens only when there is a dispute between different owners about the valuation of a particular piece of land. They are then required to bid on the specific condition that that plot of land will go to the highest bidder. In such cases the fact of bidding and the names of the bidders are noted in the proceedings book and, later on, in the consolidation 'scheme' itself. This is, however, an exceptional measure and is resorted to only when all other methods of fixing the value have failed to gain acceptance. It may further be noted that although bidding is permissible at the valuation stage, it is not permitted at the time of repartition.

28. *Objections against valuation*:—When valuation is completed the Consolidation Officer visits the village and after hearing objections made orally by the cultivators finalises the same. The list of field numbers with their valuation then becomes a part of the scheme and is published along with it. Every rightholder has, after publication, the right to file a written objection within the prescribed time-limit. The Consolidation Officer again visits the village and considers the written objections. If any amendment is made by him, it is published once again. If no objections are received within the prescribed period, the valuation which is already a part of the scheme is confirmed by the Settlement Officer and his decision is final in this respect.

II. *Valuation on the basis of market value.*

29. At present Bombay is the only State which follows this method of valuation at the time of consolidation. Under this method the

value of plots is determined on the basis of their current market price and not on their productive capacity.

30. In Bombay the usual classification of land made at the time of settlement is as follows:—

- (i) 'Dry land' which depends on rain;
- (ii) 'Rice land' which grows nothing but rice, though some garden land may grow rice also; and
- (iii) 'Garden land' called '*Bagayat*' which is either watered from wells or from tanks or dams.

Each of the above classes is further sub-divided into good, bad and medium. Sometimes land is also classified into black, red and light soil. As in other States, changes in classification are noted down in the revenue records at regular intervals.

31. When a village in Bombay is taken up for consolidation, surveyors are appointed whose duty it is to inspect carefully all the fields in the village and note down the following particulars:—

- (i) improvements, such as, conversion of dry crop into rice or garden;
- (ii) construction of new wells and embankments;
- (iii) number of fruit-bearing and non-fruit-bearing trees, if any;
- (iv) farmhouses, if any, whether they are pucca or kacha; and
- (v) deterioration, such as soil erosion, growth of pernicious weeds, new *nalas* or streamlets, conversion of garden or rice land into dry crop land etc.

32. When the Assistant Consolidation Officer takes up the work of valuation the market value of each field is fixed with the advice of the village committee and is related to the price actually paid during the recent sales in respect of different classes of soil. The officer checks the recent transactions to find out if any of them are not genuine or whether some of them are due to pressure of competition. These he eliminates and then works out the average from the rest of the transactions. He also takes into consideration factors increasing or decreasing the valuation, such as improvements or points of deterioration noted by the surveyors. Valuation of lands in neighbouring villages also serves as a guide.

33. It should, however, be noted that though factors like previous classification, improvement, deterioration etc., are taken into consideration, the guiding factor in valuation is the price that a particular field would fetch if put to sale at the time of valuation. As under the

first method, valuation of each field is fixed after taking into consideration the peculiar position and the intrinsic worth of that particular plot.

34. The valuation is done by the Assistant Consolidation Officer in consultation with the village consolidation committee and he is usually expected to follow the advice tendered by the committee, but, if he thinks it necessary, he may take a different decision after recording his reasons for doing so.

35. As soon as the valuation is completed by the Assistant Consolidation Officer, it is published at a prominent place in the village with a notice that exchange of land for consolidation would be made on the basis of these values and that anybody who has objections should submit them within a week. Objections, whether written or oral, are then considered by the Assistant Consolidation Officer and the valuation is modified, if necessary, in consultation with the village committee. The valuation then becomes a part of the scheme. Objections can also be filed before the Consolidation Officer, the Settlement Commissioner and the Government according to rules.

III. Valuation on the basis of rental value.

36. This method of valuation is followed in Uttar Pradesh. Under this method valuation of fields is done on the basis of their rental value. The rental value is determined according to the soil classification made at the last settlement, as amended up-to-date and the circle rates fixed for the various classes of soil.

37. The different classes of soil as recorded in the revenue records in the State are as follows:—

- (i) Kachhiayana (heavily manured homeland);
- (ii) Domat I to Domat IV (different kinds of loam);
- (iii) Matyiar I to Matyiar III (different kinds of clay);
- (iv) Bhur I to Bhur II (sand);
- (v) Tarai I to Tarai IV (alluvion of different grades);
- (vi) Bara I (areas of superior fertility surrounding abadis);
- (vii) Scota I to Scota III (loam of different grades but inferior to Domat);
- (viii) Dakar I to Dakar II (sticky clay of different grades).

38. The classification made at the last settlement is generally adopted at the time of consolidation subject to such changes as might be necessitated by new areas having been brought under cultivation or quality of land having improved or deteriorated since the last settlement. The Assistant Consolidation Officer along with the members

of the land management committee goes over the entire village to make changes in soil classification, where—

- (i) new areas have been brought under cultivation;
- (ii) soil classification is changed since the last classification.

He, however, does not change the nomenclature adopted by the Settlement Officer at the time of last settlement and the principles adopted at the last settlement are not departed from. Changes during the period following the last settlement are allowed for by assigning to a particular plot a soil class higher or lower than the one assigned to it at the last settlement.

39. The settlement Officer, Consolidation, is required to make a detailed study of the assessment and rent-rate reports of the last settlement and issue instructions stating in detail the method adopted for soil classification at the time of last settlement. The Assistant Consolidation Officer is then required to study those instructions carefully and explain them to the villagers. He obtains a map showing the soil classification made at the time of last settlement and marks on it the areas which require changes in classification. If he finds that a certain area has so deteriorated or is of such poor quality that the rent-rate of even the lowest soil class of the assessment circle cannot be applied to it, in consultation with the members of the village committee he can classify it as a new sub-class below the lowest rent-rate of the assessment circle. Where the village committee decides to make a distinction between rates for land having lift irrigation or flow irrigation from a canal and irrigation from other permanent sources, the revised rates are worked out for each class of soil.

40. The Assistant Consolidation Officer then prepares a list—

- (i) of plots whose soil classification is required to be changed to a higher class; and
- (ii) of plots whose soil classification is required to be changed to a lower class.

These lists indicate the old as well as the proposed soil classification, together with reasons for making the change. The chairman of the village committee also signs these lists which are then submitted to the Consolidation Officer for approval. The Consolidation Officer inspects the locality and examines the proposed changes on the spot before passing orders. The soil classification thus made replaces for all future uses the classification made at the last settlement. The revised rates are then worked out for each class of soil thus amended, and are used for calculating the relative rental valuation of each plot.

41. *Formation of blocks.*—Formation of blocks is taken up simultaneously with the revision of the classification. The blocks are demarcated after taking into account—

- (i) the kind and number of crops grown in the village;
- (ii) the quality of soil;
- (iii) the existence or absence of irrigational facilities; and
- (iv) the presence of land subject to fluvial action of any river.

42. Thus, a block generally comprises all homogenous land of similar quality and facilities with an almost uniform rate of rent. Groves of trees, land affected by fluvial action or subject to intensive soil erosion are not brought under consolidation and are, therefore, left out of these blocks.

43. The Assistant Consolidation Officer now proceeds to publish in the village—

- (a) the soil classes of plots determined at the time of settlement;
- (b) the rental value of each plot at the time of settlement; and
- (c) the revised rent or revenue calculated for each plot.

44. An objection against the valuations can be filed before the Assistant Consolidation officer within 30 days of their publication. He hears these objections and after consulting the village committee submits his report on the points raised to the Consolidation Officer. The order of the Consolidation Officer, except where arbitration is resorted to as provided in the legislation, is final.

CHAPTER V

PREPARATION OF SCHEME OF CONSOLIDATION AND REPARTITION

When classification and valuation of land has been completed, a "scheme of consolidation" is drawn up for each village. This is an important stage and a provision for its preparation has been made in all the Acts on consolidation in different States.

2. *Meaning of "Scheme"*—The expression "scheme of consolidation" is interpreted differently in different States. In Punjab, Pepsu, Delhi and Himachal Pradesh it refers to the mode of partition and lays down in detail the principles on which consolidation of fields is to be based in a particular village. The new holdings that are to be allotted to individuals are worked out subsequently after the scheme has been finalised. In Bombay and Madhya Pradesh, on the other hand, the "scheme" is the record which gives picture of pre-consolidation and post-consolidation rights of individual owners in the village. The allotment of new holdings to individuals is thus an intrinsic part of the "scheme". No doubt certain broad principles are followed for consolidation in these States, but there is no statement as such of the principles followed in the scheme of each separate village. In Uttar Pradesh each "scheme" contains both a statement of principles followed as well as a statement of detailed proposals regarding the holdings to be allotted to individuals. Thus the principles on which consolidation is to be carried out in a particular village as well as the proposals for allotment to individuals along with the details of their previous holdings form part of a scheme in this State. It may, however, be noted that though the expression is used in a different sense in Punjab and Uttar Pradesh, there is no difference in essentials in the procedure actually followed. In both these States repartition of the village land is preceded by a detailed statement of the principles to be followed. In the case of Bombay and Madhya Pradesh, however, no such principles are formulated and the valuation of land is immediately followed by repartition.

3. Another distinguishable feature is that the principles on which consolidation is to be carried out are contained in the Act itself in Uttar Pradesh and to a certain extent in Himachal Pradesh whereas there is no such provision enunciating detailed principles to be

followed in each case in other States. Most of these States lay down certain rules to be followed in the executive instructions issued from time to time; this provides a certain degree of flexibility in individual schemes.

PREPARATION OF THE CONSOLIDATION "SCHEME" IN PUNJAB

4. The consolidation "scheme" of a village in the State is generally quite a long document and takes considerable time and thought to finalise. The mode in which the land in the village is to be allotted to individuals in consolidation or is to be set apart for common purposes is laid down in detail in the consolidation "scheme" of that village and it further contains all details of areas to be earmarked for new roads, paths, drains etc., areas meant for extension of abadi and other purposes.

5. Before the scheme is prepared the Consolidation Officer visits the village after giving reasonable notice and obtains the advice of the landowners as well as the non-proprietors in the village. The village consolidation committee is also freely consulted and the advice tendered is generally accepted.

6. *Publication of notices.*—When the work of consolidation is taken up, the law requires certain notices to be issued from time to time. These are—

- (1) notice of Government's intention to take up consolidation in a particular village;
- (2) notice by Government appointing a Consolidation Officer; and
- (3) notice about the changes of the existing roads, water-courses etc. The notification gives details of the amalgamation of existing roads etc. with the adjoining land as well as their new location.

At the time of preparation of the scheme the Consolidation Officer checks whether these notices have been properly published. He obtains the copies of the notices and the reports of their publication and attaches them to the scheme. He then issues a notice of the preparation of the draft scheme. As in the case of previous notices a copy of this notice is exhibited in a public place and a proclamation made by beat of drum in the village. An entry to that effect is also made in the daily diary of the patwari.

7. *Exclusion of area from consolidation.*—The next step is to specify the area to be left out of consolidation in the village. Thus, the area covered by an old abadi, a pucca road, a railway line, a

brick kiln etc., if any, would be excluded. The village committee may decide to exclude gardens or areas affected by fluvial action or subject to extensive soil erosion from consolidation and in such cases the decision of the committee is noted down in the scheme.

8. *Classification and valuation.*—The method of classification and valuation in the State has already been described in the preceding chapter. The Consolidation Officer files a copy of the valuation of fields with the scheme and further specifies as to what land would form a separate grade* for consolidation.

9. Sometimes, though most of the area due to an individual can be allotted at one place, the existence of a path or the boundary-line of the village makes it difficult to allot the exact equivalent of the area due to him at that spot and a very small area is, therefore, left out. If this area is allotted to him across the path or at some other place, this may lead to breaking up of that sub-rectangle without being of much use to that person. A provision is, therefore, made to the effect that small differences in the total area due and the area allotted to an individual would be ignored. In the same way small increases or decreases in area in each grade are also ignored. The limit of the area which may be ignored in a particular village is indicated in the scheme; it may extend from 7 to 10 *marlas* (212 to 302 square yards).

10. *Mode of measurement.*—The mode of measurement generally followed in the State has already been described.** Since in hilly areas rectangulation is not possible, the practice is to indicate in the scheme whether rectangulation has been carried out or not.

11. *Reservation of land for common purposes.*—A provision is always made in the scheme for provision of land for common purposes. This is an important feature which distinguishes a "scheme" in this State from some other States such as Bombay and Madhya Pradesh.

12. The reservation of land required for common purposes is generally made out of the common land owned by the panchayat but if that area is insufficient or if some better class of land is needed for a particular purpose, the same is reserved and a *pro rata* deduction made from the land of individual owners.

13. As is natural, the requirements in regard to reservation of land for various purposes vary from village to village and each case is decided by the Consolidation Officer on merits in consultation

* For further details about grade, see para 18.

** See Chapter III—Rectangulation and Measurement.

with the advisory committee. However, with a view to observing some uniformity in procedure for reserving land for common purposes, these are classified into (a) compulsory and (b) optional items.

I. Compulsory items.

(1) Roads : Village roads, field roads and arterial roads ;

(a) Village to village and circular roads 22 to 33 feet wide.

(b) roads to serve as communications to village fields from village abadi ; and those leading to individual plots 16-1/2 to 22 feet wide
11 feet wide.

(c) to village drinking wells and ponds (for watering cattle) 5-1/2 to 11 feet

(d) other roads including those to be provided under development schemes and to serve as link to existing pucca roads. 33 to 44 feet wide.

The question of village to village roads and roads falling under development schemes is very important and in order to avoid later complications regarding their alignment etc., decisions about their layout are taken at the very outset. For this purpose each Assistant Consolidation Officer prepares plans in his own circle and then coordinates them with plans prepared by other officers in the adjoining circles. Circular roads are provided around the existing *abadi* to serve as a link with the existing lanes (in the *abadi*) and thus to make it easier for cultivators to carry the produce by cart from the fields to their houses in the *abadi*.

(2) Primary Schools One acre in each village.

(3) Playgrounds for children and adults 1/2 acre in the vicinity of the school.

(4) Extension of abadi for proprietors and non-proprietors . . . according to local requirements.

Land round about the previous 'abadi' and suitable for building purposes is reserved for this purpose. The maximum area to be allotted to a proprietor in the village for building sites is fixed and provision is made for a corresponding deduction from his cultivated area. If the area reserved for extension of *abadi* is valuable, the corresponding deduction from the proprietors' new holdings may be equal to two or three times the area reserved for *abadi*. After reservation of area for *abadi*, applications are invited from owners who want land for building sites and the actual area allotted to them depends on the area applied for and the area reserved. In case the total area applied for by owners exceeds the area available, the decision about area to be allotted to individuals is taken by the village committee after taking individual needs into consideration.

The area reserved for extension of abadi for non-proprietors in the village varies from 5 to 8 *marlas* (151 to 242 square yards) in the various districts in the State. In their case the area is allotted without payment of any compensation.

The area reserved for extension of abadi is then divided into plots with regular lanes and paths where needed, and the new abadi is thus planned as desired. Such area is generally situated within the circular road.

- (5) Tanks
- (6) Manure pits
- (7) Skin flaying centre
- (8) Public latrines
- (9) Fuel plantation
- (10) Cremation grounds
- (11) Water channels

As soon as rectangulation is completed in a village, the Irrigation department is required to lay down new water channels and their advice is generally followed by the consolidation authorities.

- (12) Grazing grounds
- (13) Tanning places
- (14) Wells for drinking purposes.

Land for items (5) to (14) is provided according to local requirements.

II. OPTIONAL ITEMS.

- (1) Roadside hackney carriage stand (only in villages through which or along which pucca roads pass)—One eighth of an acre or 605 square yards.
- (2) Middle and High Schools—5 and 10 acres respectively.

The Settlement Officer and the District Inspector of Schools generally formulate joint proposals regarding the exact location of schools and consider in particular whether such schools could be usefully located at the junction of various villages so that each village may have to contribute a comparatively smaller area and may consequently be more willing to do so.

- (3) Panchayatghar, Janjghar place for village wedding parties—(where no common building in the form of a 'Chaupal' or other bearing similar name exists) one-sixteenth to one eighth of an acre or 302 to 605 square yards.

- (4) Sewage, tanks (only where villages are large and the amenity is regarded as essential);
- (5) Markets;
- (6) Mela grounds;
- (7) Rural dispensary;
- (8) Veterinary centre;
- (9) Village theatre;
- (10) Gurdawara, temple, church etc. (only where villagers feel the necessity);
- (11) Drains (in villages liable to floods)*

Land for items 4 to 11 is provided according to local requirements.

14. *Reservation of land to ensure income for the panchayats.*—In addition to the area reserved for common purposes, provision is also made in the scheme for reservation of area for augmenting the revenues of the village panchayat. The **scale generally followed for this purpose is given below:—

S. No.	Area of the village in acres	Area approved for reservation
1	Below 150 acres	Nil
2	Exceeding 150 acres but not exceeding 300 acres	5 acres.
4	Exceeding 500 acres but not exceeding 1000 acres	20 acres
5	Exceeding 1000 acres but not exceeding 2000 acres	30 acres.
6	Exceeding 2000 acres	50 acres.

In the case of villages in which common lands are available and can be rendered fit for cultivation without incurring unduly high development costs, reservation of land is made out of common lands. In other cases reservation is made out of cultivated land and proportionate deduction is made from the area due to the owners.

15. It will be seen, thus, that advantage is taken of consolidation operations to carve out a fair-sized plot of land for management through the village panchayat. Each owner in the village contributes a share of the land in proportion to the area owned by him.

*U. O. No. 7250-D-51/843, dated the 9th February 52 from the Deputy Secretary, Development, to the Chief Engineer, Irrigation Public Works.

**In case there is one panchayat for more than one village, land is reserved in each village according to the scale. Uninhabited villages are exempted from reservation. No reservation of land for village panchayats is made in Kangra district and Una tehsil of Aoshiarpur district.

The contributions vary according to the capacity of the owners, for example, if the area to be reserved is 5 acres in a village with a total area of 200 acres, the area to be contributed per acre of the area owned would be 1/40th of an acre or 121 square yards. An owner of 40 acres would, therefore, contribute one acre while the contribution of an owner of $\frac{1}{2}$ acre would be 1/80th of an acre or about 60 square yards.

16. The existing practice in Punjab is for the village panchayat to lease out this land for cultivation at the prevailing rent. The rent recovered from the lessees is treated as a village fund and utilised for the common purposes of the village.

17. The same procedure for proportionate contribution is followed in case of other objects of common interest which have been described earlier.

18. *Allotment of new holdings to individuals.*—As stated above, valuation of land in the village is done in terms of annas. Thus, there may be 8 to 10 classes of land in the village carrying different anna values. If an attempt is made to allot the exact equivalent of each class of land to an individual, this would mean allotment at several places. In order to avoid this, different classes of land are usually grouped together into two or three grades, though there are exceptional cases where all the land in a village is treated as falling under one grade only. Thus, it may be provided that land valued at annas 12 to 16 would form grade I, land valued at annas 8 to 12, grade II and the rest of the land grade III for purpose of allotment. Thereafter the entire area due to an individual in a particular grade is usually allotted to him at one spot within area falling in that grade. In this manner all the scattered pieces of land of a particular grade belonging to an owner are substituted by a compact area of equivalent value in that grade.

19. The rule generally followed for allotment of land in a particular grade is that allotment to an individual would be made at the place where he had his previous '*major portion*' in that particular grade. The area of contiguous fields owned by a person in each grade is added up and the place where he has the largest area is his '*major portion*' in that grade. Sometimes it so happens that the '*major portions*' of two persons fall within the same area; in such cases the percentage of the '*major portion*' to the total area held by each person in the given grade is calculated and the person having the larger percentage is given preference, the second party being shifted to his next biggest fragment in that grade. In case of competition at the next fragment, the same principle is followed and so on. An

Illustration would make the procedure clear—Suppose A and B are two persons whose 'major portions' in a particular grade fall in the same area and the total area owned by them in that grade is 10 and 5 acres respectively. Now, if the 'major portion' of A is 3 acres and that of B $2\frac{1}{2}$ acres, the percentage of contiguous area held by A to the total area owned by him is 30 per cent; B's percentage being 50. B would, therefore, get preference in allotment at this place and A would be shifted to his next biggest fragment in that grade. In case the parties concerned happen to have the same percentage of area at one particular spot, lots are drawn.

20. *Inclusion of area under previous possession.*—When the location of the new holding of a person is determined in the above manner, an attempt is made to include the entire area which was in his previous possession at that place in his new holding, the area previously held by him usually forms the nucleus of his new plot.

21. This system is easy to work and permits easy check. The discretion of the Consolidation Officer in allotting fields to individuals is limited and it is ensured that in most cases a large portion of area held by a particular person in a particular grade is allotted to him. The rule has, however, its limitations and it is obvious everyone in the village, especially some of the larger owners, will not be accommodated at their 'major portions'. A large number of the owners are, however, settled in the manner explained above and the rest are allotted land at some of their smaller fragments in the same grade.

22. *Shape and location of new holdings.*—A provision is generally made in the consolidation 'scheme' that the new holdings would, as far as possible, be regular in shape. The desire of the owners to retain the land under their previous possession creates some difficulty but if the valuation is correctly done, solutions are generally found. An attempt is made to give the new holdings in rectangular plots*. Also a new holding is, as far as possible, located on one side of a public road or channel.

23. *Protection of the rights of small holders and tenants.*—To protect the rights of small owners a provision is often made in the consolidation 'scheme' that persons holding less than a prescribed area would be allotted land at one place only even if they hold land in more than one grade. This place may be his 'major

* In hilly areas consolidation is done by grouping adjacent fields; the plots, therefore, follow the old survey numbers and are not rectangular in shape unlike plots in villages in the plains.

portion' in the superior grade or, if he so desires, in an inferior grade. The limit is generally put at one or two acres and is fixed in consultation with the village committee.

24. Usually a tenant holds land from one landowner and in such cases the consolidation of the owner's holdings presents no problem. Where, however, a tenant holds land from a number of landowners who desire their shares to be partitioned in the course of consolidation operations, there is a possibility that the tenant's holding may get scattered. In such cases the tenant is assigned to one of the owners with the mutual consent of the others, but if they do not agree the area cultivated by the tenant is left intact and is not partitioned.

25. Tenants generally come to agreement with their owners regarding their tenancy lands, but in case there is no agreement between the parties each tenant is given a piece of land out of the new holding of the landowner equivalent in value to the land held by the tenant before consolidation and an entry to that effect is made in the records.

26. *Allotment of trees, wells and canal water.*—As already mentioned, wells and trees etc. are valued at their market value. Wells and scattered trees go with the land and their original owner is entitled to compensation. Generally in the case of fairly big gardens and sometimes in the case of pucca wells and tube-wells also a provision is made for their allotment to their original owners.

27. When the land irrigated from a well is allotted to different persons, a provision is generally made to ensure that the fields previously irrigated from the well continue to receive irrigation. Proportionate shares in wells are fixed accordingly. Later the price of the well agreed upon at the time of valuation, is realised from the co-sharers in accordance with their shares.

28. In case of a village receiving canal irrigation, the *wari* (i.e. the order in which and the time for which supply from an outlet may be utilised) is determined in advance for all landowners. As the location of the plots is changed during the operations, these are fixed afresh in consultation with the Irrigation department.

29. *Allotment of area under adverse possession*—In cases where a person has taken possession of land without the consent of the owner and the fact of such possession has been duly entered in the revenue records, an attempt at reconciliation is made. A person in adverse possession is recorded as the owner by a mutation if the parties agree. If, however, there is no agreement, a person in adverse possession is given possession of land of equivalent value out of the new holding of the recorded owner.

30. *Partition of joint holdings.*—Joint holdings can be partitioned during consolidation proceedings if all the co-sharers so desire and make a statement to that effect before the Consolidation Officer. A provision in the consolidation 'scheme' gives the necessary authority for this procedure.

31. It should be noted that a joint holding can be partitioned in the State only if all the owners in a holding agree to its partition and not otherwise. This sometimes causes hardship to minors and widows when they are joint holders because in such cases other co-sharers generally do not agree to partition.

32. *Allotment to mortgagees.*—In the case of mortgage with possession a provision is generally made that the burden would be transferred to the new holding allotted to the owner and the mortgagee is put in possession of an equivalent area in the new holding of the owner.

33. *Change of possession.*—The Act provides that the change of possession of holdings would take place at the commencement of the agricultural year next following the publication of the consolidation 'scheme' unless the owners and the tenants agree to enter into possession at some other date. A provision for change of possession immediately after objections are decided by the Consolidation Officer is generally made in the scheme.

34. Normally, possession is delivered at the end of a crop season but if some crops are standing, a condition is usually attached that the present owner would be allowed to cut and gather his crop. If, however, the parties agree about the value of the standing crops in the fields to be exchanged the rate of compensation payable in such cases is mentioned in the scheme and the new owner takes the standing crops also.

35. These are the principles generally followed in the scheme but if there is any matter requiring particular mention or if there is a special difficulty or situation in a village for which a solution is desirable, it is also included in the scheme in consultation with the village committee.

36. *Statements filed with a scheme.*—The statements filed with the scheme are—

(1) Index of papers;

(2) Preliminary proceedings (*Robkar Ibtadai*) stating the authority under which the scheme has been prepared and its date of beginning and completion;

- (3) Report of the notification giving Government's decision to take up the work of consolidation in the village;
- (4) Notice to the owners in the village about the time the Consolidation Officer will visit the village for preparation of the scheme;
- (5) Orders appointing guardians of minors, widows and absentees, etc;
- (6) Plotwise valuation and classification of land;
- (7) Valuation statement for wells and trees;
- (8) List of holdings held in adverse possession;
- (9) List of holdings to be partitioned during consolidation;
- (10) Copy of the *Wajab-Ul-Arz* (statement of conditions regarding rights or liabilities in the village);
- (11) Details of the area reserved for extension of abadi for proprietors and non-proprietors;
- (12) Index map of the village showing the proposed circular road, roads and paths and the area reserved for other common purposes;
- (13) Statement of principles for consolidation i.e. the scheme itself;
- (14) Copy of the notice giving the Consolidation Officer's proposals about amalgamation of public roads, street, lane, path, channel, drain, tank, pasture or other land reserved for common purposes with any holding and extinction of rights of individuals over such areas or the transfer of such rights to other similar areas.

37. These documents having been filed, the consolidation 'scheme' is published in the village with a view to inviting objections. At the time of publication, if not earlier, every owner is given a "pass-book" which contains an account of his rights and interests in the land in the village and the valuation of his fields. The objections received within the prescribed time are considered by the Consolidation Officer, who then submits the scheme with his comments to the Settlement Officer for confirmation. Where the Consolidation Officer considers it necessary, he amends the scheme and publishes it again for inviting further objections. If no objections are received within the prescribed time limit, the Settlement Officer confirms the scheme with such amendments as he thinks necessary and the confirmed scheme is then published in the village.

38. *Repartition of village land.*—As soon as the 'scheme' is confirmed the work of allotment of new holdings to individuals is

taken up in consultation with the village committee. This is called "repartition".

39. Like valuation and preparation of the draft scheme, repartition has also to be carried out by the Consolidation Officer and the Assistant Consolidation Officer. To enable the Assistant Consolidation Officer to undertake this task, the patwari and the kanungo prepare a register in which the 'major portion' in each grade of land owned by an individual is shown with details of the total area in 'standard acres'. The old field numbers near about which he is to be given the plot or plots in repartition are also set out. A map showing the 'major portions' of owners with their names is then prepared with the help of this register. The register and the map enable the Assistant Consolidation Officer to complete his proposals for allotment. The new holdings are marked in the map and a complete note of the proposed repartition is made in the register of proceedings.

40. *Statements in repartition.*—The Assistant Consolidation Officer prepares the following statements:—

- (i) a map of the village showing all the existing field numbers, roads and irrigation channels and areas assigned for public purposes, such as burial grounds, disposal of animal carcasses, ponds or grazing areas etc., with new field numbers superimposed upon it;
- (ii) a similar village map showing the position emerging as a result of repartition;
- (iii) a statement based on the corrected record of rights showing the names of owners of holdings with particulars of field numbers, shares, class of land, tenure, area, assessment and encumbrances;
- (iv) a statement showing the names of owners and the nature of their rights in the land;
- (v) a statement showing the compensation payable by or to an owner in case he gets land of more or less market value than due to him in exchange for his own. As land is generally exchanged for other land of equal value, these differences may arise on account of trees, wells etc. in particular plots;
- (vi) a statement showing the names of owners to whom the new consolidated holdings are allotted with particulars of field numbers, shares, class of land, tenure, area, assessment and encumbrances, if any; and

(vii) such other papers as may be considered necessary by Settlement Officer (Consolidation).

The contents of statements (iv) to (vi) are read out and explained to the owners at the time of publication and their new holdings are demarcated on the spot.

41. After the publication of the scheme of repartition the owners can file written objections with the Consolidation Officer within the prescribed time-limit. If they are not satisfied with the orders of the Consolidation Officer an appeal lies to the Settlement Officer. A second appeal lies to the Government. As the allotment is completed, extracts giving details of the new allotment (allotment orders) are given to the owners.

42. *Preparation of final papers and their attestation.*--The next important step is the final attestation of various statements prepared in consolidation. The Kanungo first reads out and explains these statements to the villagers. A percentage of these entries is then similarly read out and explained by the Assistant Consolidation Officer and the Consolidation Officer. These officers visit the village at different times and verification is generally done in an open meeting of the villagers in the village concerned or at a place in its immediate vicinity where all the persons concerned are summoned to attend.

The Inspector (Kanungo) is also required to check thoroughly all the statements and to attest all the pages of the records in token of his having done so. Thereafter the Assistant Consolidation Officer checks a certain percentage of these entries and ascertains by such enquiries as he deems sufficient that these have been correctly prepared. He then certifies that the records have been duly attested in the presence of the villagers and all the mistakes pointed out in the previous inspections have been corrected.

43. The Consolidation Officer also rechecks some of these entries to ensure that corrections have been duly carried out and endorses the certificate recorded by the Assistant Consolidation Officer.

44. Before the final record is prepared it is necessary to enter two mutations embodying the changes brought about by consolidation. By the first mutation (known as *Ishtarak*) the entire land of the village is brought into a common pool and by the second (known as *Taqsim*) the individual allotment is shown against each of the owners. The entries in the first mutation are abbreviated and its completion does not take much time, but the entries in the second mutation are detailed and are more or less an exact copy of the record showing the final allotment of land to owners in the village

(*Khatuni Paimaish*). This procedure is followed with a view to giving effect in the revenue records to the allotment of land to the individual owners in pursuance of the rule that no alteration can be made in the existing revenue records without the orders of a revenue officer. The entry of the mutation, its comparison with the revenue record (*Khatuni Paimaish* in this case) and its attestation order (wherein details of survey numbers allotted to each individual have to be mentioned), however, takes a good deal of time.

Fair copies of the attested record are then prepared and consigned to the record room.

CONSOLIDATION 'SCHEME' IN UTTAR PRADESH

45. As already mentioned, the consolidation 'scheme' in Uttar Pradesh is a statement of principles as well as of proposals for individual allotments. The principles followed are similar to those in the Punjab but have been codified in the Act.

46. The principles generally followed in Uttar Pradesh may be summarised as follows:—

- (1) The object sought to be achieved by grouping different classes of land into grades in Punjab, is achieved in Uttar Pradesh by the formation of blocks at the time of valuation. As already noted in chapter IV-Classification and valuation, the formation of blocks is taken up simultaneously with the revision of classification and blocks are demarcated after taking into account factors such as variety of crops grown, quality of soil, the nature of irrigation facilities and similar other factors. A block thus generally comprises homogeneous land of similar quality and facilities. At the time of repartition all the scattered fields of a tenureholder in a block are allotted at one place in that block and a provision is made in the scheme that the number of plots to be allotted to a tenureholder shall not exceed the number of blocks into which the village land has been divided. Each tenureholder thus gets his land in two or three plots and not in one plot as might be the case if the village land were not divided into blocks. The aim of thus allotting him land at two or three places is to ensure 'self-sufficiency' of his new holding and to enable him to grow the same variety of crops which he grew before consolidation. If this were not done, it is possible that whereas one tenureholder would get a compact

holding growing only paddy and other kharif crops, another would get a holding growing only rabi crops viz., wheat, sugar-cane etc.;

- (2) Only those tenureholders are allotted land in a block who already hold land therein;
- (3) The tenureholders belonging to the same family are, as far as possible, given neighbouring holdings;
- (4) The location of the residential house of the tenureholder or improvement, if any, made by him are taken into account in allotting the new holdings;
- (5) Small tenureholders are, as far as possible, given land near the village abadi;
- (6) An existing compact holding or farm which is $6\frac{1}{4}$ acres or more in area is not generally disturbed or divided;
- (7) Every tenureholder is, as far as possible, allotted land at the place where he holds the largest part of the holding;
- (8) Where a tenureholder holds land in more than one adjoining village, he is, as far as it is possible, allowed land in the boundary of the villages so as to form a single holding;
- (9) The allotment of new holdings is made on the basis of rental value thereof;
- (10) In allotting land to a tenureholder, improvements effected by him in his holding, the situation of any grove held by him and the situation of land held by him as tenant of any tenureholder is taken into consideration.
- (11) If any tenureholder is to be allotted land in more than one block, he is, if possible, allotted on the boundary of the two blocks to form a single holding unless there are reasons to the contrary.

Provision is also made in the consolidation 'scheme' for—

- (1) the manner in which the tenants on the existing holdings of a tenureholder are to be transferred to the holding to be allotted to the latter;
- (2) the manner in which an encumbrance, other than an easement on the holding of a tenureholder, is to be transferred to the holding to be allotted in place of the former and also about the continuance or otherwise of easements on the aforesaid holdings;
- (3) manner of settlement of compensation of standing crops;
- (4) changes in established rights;

- (5) method of effecting change of possession after confirmation of the consolidation of holdings;
- (6) basis on which tenureholders will contribute, if necessary, towards land required for purposes of common utility;
- (7) any other principles not inconsistent with the provisions of the Act and Rules.

47. *Layout of the village.*—In addition to these, the scheme shows in broad outline the proposed resurvey and layout of the village including:—

- (a) the existing and the proposed means of communications;
- (b) the area proposed to be planted with trees or to be set apart for pasture, fisheries, manure pits, threshing floors, cremation grounds and grave-yards;
- (c) the area to be set apart for abadi;
- (d) the location of works of public utility and other common use; and
- (e) provision for public conservancy.

48. *Provision for objects of common utility.*—As in the case of Punjab detailed instructions have been issued in the State for reservation of land for objects of common utility. These include the following items:—

- (1) Communications, i.e. (a) district highways, (b) inter-village highways, (c) village highways and (d) roads leading to individuals' holdings;

- (2) Pasture lands;

Pasture lands may be provided in three or four places to the extent considered necessary by the village committee.

- (3) Manure pits;

Tenureholders as well as non-agriculturists who possess animals are provided with manure pits. The maximum number of pits allowed per person is three. The area per pit is about 12 feet square.

- (4) Cremation and burial grounds;

In addition to the existing sites more sites may be earmarked for the purpose, where it is considered necessary.

- (5) Expansion of abadi;

Some land is set apart for house sites to provide for an increase upto 18 percent of the existing number of

houses. Reservation is generally made for the purpose at the rate of one acre for 20 houses.

(6) Panchayatghar;

About 402 to 650 square yards of land is set apart for this purpose unless land is already available in the abadi site.

(7) School and playground;

The area for school varies between $1\frac{1}{4}$ acres and 16 acres according to the size of the school and the village population.

(8) School farms;

Where as secondary school or high school exists in the village, land varying from $3\frac{1}{8}$ acres to $12\frac{1}{2}$ acres is set apart for use as an agricultural farm of the school.

(9) Skin flaying centre;

In villages where tanners reside who skin dead animals, land upto 302 square yards may be earmarked about half a mile away from the abadi, preferably in unculturable lands.

(10) Drains;

If there is any water logging in the area due to non-existence of drains, these are provided after consultation with the irrigation authorities.

(11) Community orchards (or plantations);

605 to 1512 square yards of land is generally set apart for plantation of trees adjacent to the abadi according to the size of the village.

(12) Other purposes;

(Area may be reserved for other similar purposes considered necessary by the village committee.

The management of lands of common utility, described above, is directly carried out by a sub committee of the Gaon Panchayat.

49. *Publication of and objections to the statement of principles.*—

The statement of principles is then published in the village. Objection to these can be filed within 15 days. Objections are heard by the Consolidation Officer and any person aggrieved by the order of the Consolidation Officer may appeal within 15 days to the Settlement Officer whose orders are final. After the disposal of objections, the statement is confirmed by the Settlement Officer. The part of the scheme thus confirmed is final and is published once again.

50. Partition and amalgamation of holdings.—The Act in this State makes an important provision for the partition of joint holdings during consolidation proceedings. According to this provision any tenureholder of a joint holding can apply for partition within the prescribed time. The Consolidation Officer is then bound to comply with his request and treat him as separate for allotment of land falling to his share.

Provision is also made for amalgamation of holdings of tenureholders. Any tenureholder may make an application and if the parties agree, the holdings are amalgamated.

51. Statement of proposals.—When the principles receive confirmation, the Assistant Consolidation Officer prepares a statement of proposals showing—

- (a) the total area, the revenue or the rent and the rental value of the existing holdings of each tenureholder;
- (b) the survey number of the plots proposed to be allotted to each tenureholder in lieu of the original plots of his holding, the nature of rights therein, the rental value and soil classification of the fields so allotted.
- (c) briefly the reasons in support of the proposal in clause (b);
- (d) the compensation for trees, wells, buildings or any other improvement calculated according to their market value;
- (e) the area earmarked for public purposes and the layout of such areas and the rental value thereof;
- (f) the revenue or rent of the new holdings payable by the tenureholder;
- (g) the area to be allotted to the tenants of tenureholders and the rents payable therefor;
- (h) encumbrances attaching to a holding, the amount, name of the person in whose favour the encumbrance exists and the nature and terms of the encumbrance;
- (i) the area of abadi land or land used for public or common purposes proposed to be amalgamated with any holding.

52. Publication of and objections to the statement of proposals and confirmation of the scheme:—The statement of proposals is then published and objections invited. Objections lie before the Assistant Consolidation Officer who then submits them with his comments to the Consolidation Officer for decision. An appeal lies from the order of the Consolidation Officer to the Settlement Officer who may after considering the objections and making such modifications as he thinks fit confirm the proposals. After confirmation the proposals become final and are published in the village once again.

THE CONSOLIDATION SCHEME IN BOMBAY

53. In this State repartition i.e. the allotment of new compact holdings to individuals in place of their old scattered holdings is taken up immediately after the evaluation of land has been completed. The interim procedure, that is, the determination of principles to be followed for purposes of repartition does not find a place in the operations. The expression 'scheme' thus means the actual allotment of land to individuals. The Assistant Consolidation Officer in consultation with the Consolidation Officer draws up provisional proposals for allotment so that, as far as possible, each owner gets land equal in value to his old holding. This is done in consultation with the village committee and the owners.

54. *Particulars included in the scheme*:—The following documents are generally prepared:—

- (i) A map of the village showing all the existing survey numbers and their sub-divisions and recognised roads, cart-tracks and foot-paths and areas assigned for public purposes such as burial grounds, grazing areas or threshing floors;
- (ii) A copy of the village map mentioned in (i) above which also shows in red lines or other marking how the original position will be altered after the consolidation scheme becomes operative;
- (iii) A statement showing the names of the owners of holdings with particulars of survey number or its sub-division, class of land, tenure, area, assessment and encumbrances, if any (after getting the record of rights up-to date),
- (iv) A statement showing the names of owners to whom the new consolidated holdings are allotted with survey numbers, class of land, tenure, area, assessment and encumbrances, if any;
- (v) A statement of valuation of lands to be exchanged showing the compensation to be given or recovered from the owner concerned;
- (vi) A list of fragments* which will be left after the consolidation has been completed and the names of owners of such fragments;
- (vii) If any present road is realigned or area reserved for any public purpose is exchanged with another area during consolidation proceedings, the area of the previous road

* Fragment (a plot which is so small that it cannot be profitably cultivated) has been defined as a plot of land of less extent than the appropriate standard as determined under this Act. Standard areas have been fixed for different kinds of land in the State and vary from 1/8th of an acre to 4 acres according to the class of land.

or previous public place which is not now needed for that purpose is amalgamated with the adjoining holding or holdings. Similarly new area is set apart from the holdings of individuals for this purpose. A statement showing these changes is prepared and included in the scheme.

- (viii) A statement showing the objections and suggestions in respect of the schemes made to the Consolidation Officer by the village panchayat or the village committee, as the case may be, which were not accepted by him, together with the reasons therefor.

55. *Principles generally followed*:—Though no principles are laid down for consolidation in each village separately, the main principles which are generally followed in the State are as follows:—

(1) The aim of consolidation is to give each holder a compact holding or holdings of the same value and productivity as his scattered holdings.

(2) Allotment of new holdings should be done on the spot. This is necessary to see whether the holdings formed on the map can geographically be formed on the ground also, in order to avoid the possibility of clubbing together into one holding lands of uneven levels or lands separated by deep streamlets or other impediments and which cannot, therefore, actually be cultivated as one holding. This is done in consultation with the village committee and the owners and their agreement is secured as possible.

(3) Boundaries of new holdings should be regular and straight as far as possible.

(4) Rice lands should normally be exchanged with rice lands; similarly Bagayat for Bagayat land and dry crop for dry crop land.

(5) Exchanges between different classes of land are not made, unless the owners concerned explicitly agree to such exchanges.

(6) Advantages of double cropping and nearness to village sites is given due weight in making the valuation and forming new holdings.

(7) In forming new holdings, the different types of land are borne in mind. As far as possible there is one block for each class of land.

(8) When the area of a consolidated holding is more than 50 standard acres, the holding may be located at two different places which should be as near to each other as possible.

(9) All trees (fruit and non-fruit-bearing) should be valued separately at market value and in exchanging plots, the trees should go along with the land to avoid complications, unless there are exceptional reasons to the contrary. No new reservations for common purposes are made in villages in Bombay.

56. In this State as well as in Uttar Pradesh and Madhya Pradesh new holdings are formed by grouping together the individual survey numbers and an attempt is made not to break up the existing survey numbers or their sub-divisions. Sometimes, however, this has to be done in order to make up the total area due to an individual in a particular class.

57. Compensation is payable in cases where an owner gets a holding of less value than his original holding. This payment is made by the person who gets a holding of greater value than his original holding.

58. *Publication of and objections to the scheme and its confirmation.* -The consolidation 'scheme' is first provisionally published by the Assistant Consolidation Officer, who explains it to the cultivators and arranges to show the new holdings on the spot and invites objections by the cultivators concerned. On hearing the objections he tries to make adjustments as far as possible. He then informs the Consolidation Officer, who finalises the scheme, publishes it and invites written objections. The Consolidation Officer then considers the objections and submits the scheme with such amendment as he considers necessary together with his remarks on the objections to the Settlement Commissioner. He is also authorised to make amendments himself. In that case a further publication of the amended scheme is necessary.

59. If, within 30 days of its publication no objections to the draft scheme are received, the Settlement Commissioner confirms it. If, however, any objections are received, the Settlement Commissioner may, after taking them into consideration, submit the scheme with such modification as he considers necessary to the State Government or he may amend the scheme himself and publish it once again in the prescribed manner. In the latter case if no objections are received within 15 days, he proceeds to confirm the scheme. If any objections are received, the scheme as well as the objections are submitted to the Government. The Government may confirm the scheme with or without modifications or may refuse to confirm it.

As soon as the scheme is confirmed a notification stating that the scheme has been confirmed is published in the official gazette, in the Taluka revenue court-room and the village concerned.

THE CONSOLIDATION SCHEME IN MADHYA PRADESH

60. The word 'scheme' in this State is used in the same sense as in Bombay and it comprises documents giving the old and the new holdings of the tenureholders in the village.

61. *Principles generally followed*:—Some broad principles which are being followed for consolidation in the State are given below:—

(1) In forming new holdings rice land is exchanged with rice land, wheat land with wheat land and garden land with garden land. The aim is to make such consolidated plots for a permanent holder as would give him the same amount of produce as he gets from his scattered fields.

(2) It is considered desirable to begin with the allotment of plots to the person who is most influential in the village or has the largest landed area.

(3) Generally new holdings are formed around some of the fields already held by a person and include as many of his old fields as possible.

(4) Care is taken to see that the area and productive capacity of the old and new holdings do not show fluctuations of more than three percent.

(5) The attempt is made to form holdings of rectangular or regular shapes and straight boundaries.

62. *Publication of and objections to the scheme*:—When the provisional scheme has been prepared by the Consolidation Officer with the help of the field staff, he visits the village after giving reasonable notice to all concerned and explains the scheme to them in the presence of the village committee. He then invites objections and suggestions and modifies the scheme, if necessary. In the case of tenureholders who agree to these proposals, the Consolidation Officer prepares an acceptance form (known as 'Qabuliyatnama') for each tenureholder and gets it signed by him as a token of his agreement.

63. *Confirmation of the scheme*:—The scheme along with the comments on objections raised before the Consolidation Officer is then submitted to the Deputy Commissioner for approval. If the Deputy Commissioner succeeds in removing the objections or if there are no objections, he confirms the scheme. If the Deputy Commissioner is unable to remove the objections, he submits the scheme with his recommendations to the Settlement Commissioner whose orders are final, subject to any order that may be passed by the Board of Revenue.

CHAPTER VI

AGENCY FOR CONSOLIDATION

For carrying out the consolidation schemes a special staff is employed in each State. The agency employed, their training and the functions entrusted to different officers in different States are briefly described in the following paras.

PUNJAB

2. In this State, the Government acting through the Development Minister, is the final administrative as well as appellate authority for consolidation purposes. It is also the final controlling authority and can withdraw any case pending before or disposed of by any officer and pass such orders as it deems proper. In actual practice, however, these powers have been delegated to officers nominated by Government. Thus the Director of Consolidation and the Assistant Directors have been *authorised by a notification in the official gazette to hear appeals on behalf of the Government. The Director is further **empowered to exercise the controlling powers, though sometimes orders are also passed by the Minister-in-charge in important cases.

3. At the district level the Deputy Commissioner acting under the general control of the Commissioner is in charge of the work and is responsible for its timely completion. He is assisted by a whole-time Extra Assistant Commissioner called Settlement Officer (Consolidation) who actually supervises and controls the work in the field.

4. *Director of Consolidation*:—The Director of Consolidation is the chief organizer and supervisor of the work on behalf of the Government and has for that purpose been vested with wide powers both judicial and executive. His judicial powers have already been noted. In order to give him necessary control over the field staff it has been provided that the annual confidential reports of the assistant consolidation officers, consolidation officers including naib tehsildars and tehsildars and settlement officers (consolidation) are to be forwarded by the deputy commissioners to the commissioners through him. Such reports relating to the assistant directors originate with him

*Vide notification No. 1164-D-53/949, dated 21-12-53 in the Punjab Government Gazette.

**Vide notification No. 10238-D/55/2765, dated 25-8-55, in the Punjab Government Gazette.

and are sent through the commissioner. He *has further the powers to transfer a consolidation officer or assistant consolidation officer or to promote a suitable person to the post of assistant consolidation officer and has got full control over patwari and kanungo agency.**

5. The Director is also the head of the department both for income and expenditure and in that capacity prepares the budget estimates, appropriates allotment, allocates posts and watches expenditure and receipts. Supply of various forms and statements and equipment of the staff with furniture and survey instruments etc. likewise form part of his job.

6. He is the highest technical adviser in consolidation matters and issues necessary instructions to the fields staff. His position *vis-à-vis* deputy commissioners is that whereas the deputy commissioners are responsible for the work of consolidation in the districts, the Director is to supervise and coordinate the work and give technical advice. The deputy commissioners send special monthly reports on the progress to the Government through the Commissioner and send copies to the Director who consolidates them and forwards them with his comments to the Secretary with a copy to the Commissioner. He is also responsible for the inspection of record-of-rights and other statistical records compiled through the agency of the kanungos and the patwaris. He brings to the notice of deputy commissioners and commissioners any failure to carry out properly the provisions regarding these matters contained in the Consolidation Act and the rules and administrative instructions issued thereunder. On points of detail, his recommendations are accepted as those of an expert charged with duties of a technical character but doubtful and important questions are referred by him for the orders of the Financial Commissioner.

7. *Settlement Officer (Consolidations).*—The Settlement Officer (Consolidation) works under the general control of the deputy commissioner. He is charged with the duty of carrying on consolidation work in the district. The Act authorises him to hear appeals against the orders of the consolidation officers and he is the final authority as regards confirmation of the scheme in the village. He can also vary or revoke a scheme confirmed by him, if necessary.

8. In administrative matters he has been given wide powers of control over the staff in his jurisdiction. The powers of a Collector under the Land Revenue Act have been delegated to him in relation

*Memo No. 11355-D-55(CH), dated 13-1-56 from the Secretary to the Government of Punjab, Agriculture Division to the Commissioners.

**For details see Appendix II.

†Director to Consolidation's endorsement No. E/8878-95, dated 24-9-53 to all Settlement Officers on Chief Secretary Punjab's memo. No. 7292-G-53/64911, dated 11-9-53.

to cases of discipline over kanungos and patwaris within the limits of his jurisdiction provided that orders of removal, reduction in rank and dismissal against the kanungos and patwaris are made subject to the approval of the deputy commissioner.

9. Consolidation Officer.—The main burden of work in the field falls on the consolidation officer who is appointed from among revenue officers of long standing and sufficient experience. The Act imposes upon him the duty of preparation of the scheme and he is authorised to hear objections against the scheme as well as the repartitions.

10. To carry on his work, he is further authorised to enter upon any land for purposes of survey and demarcation and summon any person whose attendance he considers necessary. In case of default in payment of consolidation fee, he can exercise the powers of assistant collector under the Revenue Act and issue warrants of arrest of defaulters.

11. Briefly his duties are---

- (1) preparation of the programme of work in each village and keeping a watch over progress;
- (2) supplying requisite forms and equipment to the kanungos and patwaris;
- (3) supervision of classification and valuation of fields, preparation of the scheme and repartitions in each village;
- (4) considering objections, if any, against the scheme or repartitions and their speedy disposal;
- (5) supervision of the work relating to preparation of preliminary and final records; and
- (6) keeping a vigilant eye over the conduct of his staff and attending immediately to any complaint of corruption etc. in his circle.

12. He is expected to spend most of his time on tour and organize his touring in such a way that the work of each village is checked at least once in three months.

13. Assistant Consolidation Officer.—As in the case of consolidation officers only experienced revenue officers are appointed to this post. The *following powers are generally delegated to them by the consolidation officers, namely:—

- (1) formation of advisory committee in the village;
- (2) power to impose penalty for destruction, injury or removal of survey marks;

*Memo No. 4786-D-52, dated 1-8-52 from the Deputy Secretary, Revenue, Punjab to the Director, Consolidation and copies to all Deputy Commissioners Settlement Officers.

- (3) power to summon persons for purposes of consolidation; and
- (4) power to appoint guardians of minors etc., for the purposes of the Consolidation Act.

14. The assistant consolidation officer is personally responsible for the correct classification and valuation of the fields in a village and for the preparation of its scheme. He is to carry out the repartition of land in the village strictly in accordance with the scheme, closely supervise the preparation of preliminary and final records and check the work done by the patwari and kanungo at all stages. Like the consolidation officer, he must also be out on frequent and systematic tours visiting the various villages in this charge and checking the work of various patwaris and kanungos from day to day.

15. **Kanungos and Patwaris.**—Next below the assistant consolidation officer is the field kanungo. He is either promoted from the patwaris for his good work or is appointed directly from among the persons who have got a rural outlook and a special aptitude for revenue work. In the latter case he undergoes training for a few years as a patwari both in settlement and revenue work before being put to consolidation work.

16. The kanungo is responsible for getting the work done according to the programme laid down by his officers and must exercise thorough check over the work of the patwari at every stage. He is required to ensure that all the notifications prescribed under the Act are duly published and should personally supervise demarcation and measurement. He checks the record prepared by the patwari and is responsible for the accurate preparation of all the papers. He is further to ensure that the mistakes pointed out by him in his own inspections and in the inspections of other officers are removed by the patwari and for that purpose must inspect the work of each patwari frequently.

17. At the lowest rung of the ladder, though in no way less important than others, is the patwari who actually carries on the work of measurement and preparation of record in all its stages. The main burden of the work in the village falls upon him and on his efficiency in the field depends the ultimate success and speed of the operations. It is important that he applies his mind to the work and gives a sufficient outturn* each day or else the work is likely to go slow.

18. **'Flying Squad'.**—Besides the normal hierarchy of officers described above, a special organization called the 'Flying Squad' has

* The daily outturn that can be expected of an average patwari is given in the Appendix II.

been created in the State. This at present comprises a few consolidation officers of proved integrity headed by an Honorary Public Relations Officer*. Each consolidation officer is given a kanungo, a typist clerk and a peon and they together form one party with a jurisdiction extending over specified districts. The parties work directly under the Director of Consolidation and their main job is to eradicate corruption among the field staff and to investigate cases of favouritism and grave injustice where the unsophisticated villagers have failed to seek legal remedies provided under the Act. Whenever a serious complaint is received, whether anonymous or otherwise, it is referred to the 'Flying Squad' which holds an enquiry on the spot. If the complaint is well-founded, the officer concerned is promptly punished. The vigilance exercised by the organisation and the frequent checks exercised by the district officers have gone a long way to make the check on the field staff effective. The only other State which has at present got similar organisation is Pepsu.

19. Rectangulators.—Besides the regular staff working in the district, the department has got a batch of about 30 patwaris known as rectangulators** headed by a trained officer of the rank of a naib tehsildar. These officers generally carry on the work of rectangulation in difficult areas and have added to the speed of consolidation in such tracts.

20. Scale of staff for each district.—The scale of the staff of consolidation for a district is laid down as below:—

Patwaris	In tehsils Selected for consolidation, the strength of Patwaris is doubled.
Kanungos	One for 5 Patwaris.
Assistant Consolidation Officers	One for every 4 kanungos.
Consolidation Officers	One for every 3 or 4 assistant consolidation officers.
Settlement Officer (Consolidation).	One officer for about 200 patwaris.
Personal staff	One clerk-patwari per assistant consolidation officer, 2 kanungos and one junior clerk per consolidation officer, one assistant consolidation officer, one kanungo, one stenographer and one ahlmad for the Settlement Officer (Consolidation).
Office staff for the Settlement Officer (Consolidation).	Three accountants, 2 at the headquarters and one for the selected tehsil and 3 junior clerks for type, despatch, record and other miscellaneous office work.
Grade IV Government servants	Three for the Settlement Officer, one as an orderly, one as office peon and the third Dak runner, 2 for every whole time consolidation officer, one as orderly and the other for service of processes etc., one as orderly for each whole-time assistant consolidation officer and one as peon for each kanungo.

*In view of the hard and arduous nature of his work, a rectangulator gets a higher salary than that of an ordinary Patwari. His present grade is Rs. 55-3-85/4—125—5—130.

**The Honorary Public Relations Officer is not a regular Government servant but is a public man selected for his special knowledge of the rural conditions and for wide contacts with people in the villages. He does not get any salary but is paid travelling expenses for moving about. The post is lying vacant for some time past.

21. An idea of the size of the work being done can be had from the present strength of the department which has 53 consolidation officers, 152 assistant consolidation officers, 515 kanungos and 2,346 patwaris on duty in the field.

PEPSU

22. The field organisation in Pepsu closely follows the Punjab model except that the scale of staff provided is slightly different. The scale laid down in Pepsu is—

- (i) One kanungo to supervise the work of 6 patwaris;
- (ii) One assistant consolidation officer for 5 kanungos;
- (iii) One consolidation officer for every 4 assistant consolidation officers;
- (iv) One Settlement Officer for every 3 consolidation officers.

23. The consolidation staff in the State comprises 2400 patwaris, 400 kanungos, 79 assistant consolidation officers, 24 consolidation officers and 10 settlement officers (6 whole-time and 4 part-time).

24. The head of the department is the Settlement Commissioner who is also incharge of the settlement operations. The control of the revenue staff also vests in him.

HIMACHAL PRADESH

25. The work of consolidation is still in its initial stages in Himachal Pradesh. The total staff put on this work is as follows:—

(i) Director Consolidation of Holdings	1	} Part-time.
(ii) Settlement Officers	4	
(iii) Consolidation Officers	4	

(Director of Land Records, Himachal Pradesh, performs the duties of Director, Consolidation of Holdings, in addition to his own duties. The duties of settlement officers and consolidation officers have been entrusted to the Revenue Assistants and tehsildars of the respective districts and tehsils)

(iv) Assistant Consolidation Officers	4	} Whole-time
(v) Inspectors	8	
(vi) Sub-Inspectors	60	

26. The scale of staff per assistant consolidation officer, who is the only whole-time officer is—

Year	Kanungo A. C. O.	Patwaris per A. C. O.
1954-55	1	4
1955-56	1	13-1/3
1956-57	2	15

27. It will be seen that the work-load per assistant consolidation officer is less than that in Punjab and Pepsu. It is partly due to the difficulties of terrain and partly due to the fact that the villages taken up for consolidation are not in a compact area.

MADHYA PRADESH

23. The work of consolidation in Madhya Pradesh is carried out by consolidation parties. Each party consists of a consolidation officer, generally of the rank of tehsildar and a staff of 20 consolidation (Chakbandi) inspectors and 20 consolidation (Chakbandi) 'Madadgars'. The chakbandi inspector is given the scale of revenue inspector and the chakbandi 'madadgar' of patwari plus a special pay of Rs. 5 per mensem. Between the chakbandi inspector and the consolidation officer there is an assistant settlement superintendent who gets the pay of a chakbandi inspector plus a special pay of Rs. 15 per mensem. There are at present two such parties working in this State.

29. In a district there is no separate supervisory agency above the consolidation officer and the work at present is being carried out under the supervision of the Deputy Commissioner who has also the power to confirm the scheme. The head of the department is the Settlement Commissioner who is also the final appellate authority.

BOMBAY

30. Consolidation is carried out in Bombay by a special staff of the Land Records Department, which is comprised as under:—

Agency	Functions
51 assistant consolidation officers, each assisted by a team of 1 Nimtandar*, 1 circle inspector, 1 junior clerk and 6 surveyors.	The assistant consolidation officer and his team are the primary agency in the village for drafting the scheme in consultation with the village committee and the agriculturist concerned.
12 consolidation officers with ancillary staff of 1 senior clerk and 1 junior clerk each.	4 assistant consolidation officers are generally placed under the charge and control of one consolidation officer whose functions are to check the A.C.O's work, publish the draft scheme, hear objections and inquire into them on the spot, modify the scheme, if necessary, and republish it for further objections, if any.

*Nimtandar is just above the Circle Inspector in the scale of Rs. 70—3—85/4—125—
—130.

One Special Superintendent of Land Records (Consolidation) with ancillary staff comprising 1 head clerk, 1 senior clerk and 6 junior clerks. In addition, 2 assistant consolidation officers out of the 51 assistant consolidation officers mentioned above are attached to his office.

This officer helps in the training, control and organization of the whole consolidation personnel and advises them in special matters if any, and functions as the Personal Assistant to the Settlement Commissioner and Director of Land Records for all consolidation matters, sees to the proper scrutiny of all schemes submitted for confirmation to the Settlement Commissioner or Government, as the case may be and watches the progress of implementation.

31. Some of the important stages of consolidation work in the State, such as selection of villages, appointment of village committees, bringing of records up-to-date, disposal of pending cases under the Tenancy Act and the preparation of a final record are entrusted to officers of the Revenue Department. Similarly, preliminary survey and measurement work is carried out by a different branch of the Land Records Department. Close cooperation between the officers of all the three branches is, therefore, essential for the speed of the work.

UTTAR PRADESH

32. In Uttar Pradesh* the various officers and authorities required for work are mentioned in the Act itself and are as follows:—

- (i) Assistant Consolidation Officer,
- (ii) Consolidation Officer,
- (iii) Settlement Officer (Consolidation),
- (iv) Assistant Director (Consolidation),
- (v) Director of Consolidation.

33. The designations and duties of these officers are similar to those in Punjab. The settlement officer (consolidation), the consolidation officer and the assistant consolidation officer in the State have also the powers vested in a Civil Court in respect of the following matters:—

- (a) enforcing the attendance of witnesses and examining them on oath, affirmation or otherwise and the issue of a commission or request to examine witnesses abroad;
- (b) compelling the production of any document; and
- (c) punishing persons guilty of contempt.

It has further been provided that a proceeding before these officers shall be deemed to be a judicial proceeding.

*The Act in Himachal Pradesh also makes a similar provision.

34. Unlike Punjab, the power of calling any record of an officer in the department and revising the orders, if necessary, are not vested in the Government but in the Director of Consolidation.

35. The present strength of the department is 79 consolidation officers, 410 assistant consolidation officers, 1189 consolidators and 5640 Lekhpals.*

36. A tehsil is in the charge of a Settlement Officer who is also the Sub-Divisional Officer of the tehsil. He is assisted by 4 consolidation officers and 20 assistant consolidation officers. Every assistant consolidation officer has 3 consolidators and each consolidator supervises the work of 6 Lekhpals. Besides two whole-time Assistant Directors of Consolidation who assist the Director at the headquarters, the Collector is the Assistant Director of Consolidation for his district.

TRAINING OF STAFF

37. The organisation for consolidation and the functions of the various officers employed for the work in different States have been described above at some length. It is essential that all these officers are given proper training before they are put on the job. The arrangements made in this connection may, therefore, be briefly examined.

PUNJAB

38. In Punjab, the training is arranged at various levels. Thus arrangements are made to train selected patwaris at the headquarters of the tehsil in which the work is undertaken while selected field kanungos, naib tehsildars (to be appointed as assistant consolidation officers) and tehsildars (to be appointed as consolidation officers) are trained at the headquarters of the Director of Consolidation.

39. The patwaris put on consolidation work are generally selected from amongst experienced revenue patwaris, but at times direct recruitment also becomes necessary. Those selected from among patwaris are given about one month's training in the law and procedure of consolidation work before being sent to the field. The direct recruits are required to undergo training in a Patwar School for about six months and must also pass the Patwar Examination. After that, they are attached for some time with experienced patwaris before being given an independent charge.

*Consolidator has the status of a Revenue Inspector or Kanungo.

†Lekhpai is the name given to the Patwari in Uttar Pradesh.

40. *An assistant consolidation officer is generally put in charge of the Patwar School and he is given one inspector and some sub-inspectors for assistance. The period spent at the school generally extends to about six months and 200 to 300 patwaris can be given training in one school at a time. The details of the curriculum of a Patwar School as well as the instructions on the subject are given in the Appendix IV. The appendix also gives a statement of expenditure incurred at one such school opened by the Director of Consolidation at Jullundur in 1950-51.*

41. As for the training of kanungos, assistant consolidation officers, and consolidation officers, arrangements are made, whenever necessary, at the headquarters of the Director of Consolidation. As already mentioned only experienced revenue officers (at different levels) are selected for this training which extends to a period of three months. A consolidation officer is generally put in charge of the school. He is usually assisted by one or two assistant consolidation officers. The details of training and the expenditure for one such school are given in Appendix V.

PEPSU

42. In Pepsu the training of the staff is arranged on similar lines as in case of Punjab and several schools were opened in the State in the last few years to train patwaris etc. for consolidation work.

HIMACHAL PRADESH

43. The first batch of officials comprising 5 Extra Assistant Commissioners, 6 tehsildars, 3 naib tehsildars, 4 kanungos and 12 patwaris was sent to Punjab for training. Training to patwaris in consolidation work is now being given by attaching them to the trained patwaris for a period of two months.

MADHYA PRADESH

44. So far only two consolidation parties comprising 40 Madadgars (patwaris) have been appointed in Madhya Pradesh. There was thus no problem of training.

BOMBAY

45. In Bombay the work of consolidation is done by a special staff of the Land Records Department whose personnel is conversant with survey and settlement matters and soil classification. These officers are further given about two months' theoretical and practical training in the techniques of consolidation and land evaluation etc., before being deputed for consolidation work.

UTTAR PRADESH

46. There is no dearth of trained Lekhpals. About five or six years ago the patwaris of this State had submitted mass resignations. The patwaris who had resigned are now available for appointment in consolidation. They are given training for 15 days in the district concerned.

47. For training the assistant consolidation officers and consolidators a school has been set up at Lucknow. One senior consolidation officer is working as the Principal of the school and is assisted by two instructors of the grade of consolidation officer, and eight junior instructors in the grade of assistant consolidation officers. The training centre has 185 candidate assistant consolidation officers and 400 candidate consolidators, most of whom are new recruits and have no previous experience of revenue or settlement work. They are given four months training before being sent to their posts in the field.

48. The subjects of training and estimates of expenditure for the school are given in the Appendix VI.

SPECIAL PAY

49. In view of the hard and arduous nature of the work and to make it sufficiently attractive most of the States are at present giving special pay to the employees in the department. The scales, however, vary. In *Punjab* the special pay is as below:—

Rs. p.m.

Director of Consolidation	150
Assistant Director of Consolidation	75
Settlement Officer	75
Consolidation Officer	25
Assistant Consolidation Officer	15
Kanungo	7/8/-
Patwari	5

50. In *Madhya Pradesh* the scale is as follows:—

Consolidation Officer	50
Assistant Settlement Superintendent	15
Chakbandi Inspector	Nil
Chakbandi Madadgar	5

51. In *Uttar Pradesh* only the Director of Consolidation and the Assistant Directors are getting special pay at the rate of Rs. 250 and Rs. 150 p.m. respectively. In *Bombay* the Special Superintendent, Land Records (Consolidation) and the Consolidation Officer get Rs. 100 p.m. each as special pay. Officers below these ranks are not getting any special pay in these States.

52. In *Pepsu* the Settlement Officer gets a special pay of Rs. 75 p.m. The revenue kanungos and patwaris entrusted with consolidation work in addition to their own duties are paid allowance at the rate of Rs. 15 and Rs. 10 respectively.

53. The scale of special pay in *Himachal Pradesh* is as below:—

	Rs.	P.	m.
Director, Consolidation of Holdings	75		
Settlement Officer (Consolidation)	25		
Consolidation Officer	20		
Assistant Consolidation Officer	15		
Inspector (Kanungo)	7/8/-		
Assistant Inspector (Patwari)	5		

BONUS OR AWARDS FOR THE STAFF

54. In addition to special pay Punjab Government has introduced a scheme of rewards* to their employees in the department. Rewards are given for good work to patwaris, kanungos and assistant consolidation officers at the end of each year and a special entry to that effect made in their personal files. The patwaris selected for awards are generally divided into two categories depending upon the outturn of their work and the criterion for the award of bonus is honesty and integrity and the outturn. Similarly, kanungos and assistant consolidation officers are selected for good and honest work. Besides cash awards to lower officials, certificates of merit are given to the assistant consolidation officers and consolidation officers. These awards are given at a special function to which all the high officers of the department and other high dignatories are invited and the idea is to honour those who have done really good work during the year. Experience has shown that as a result of encouragement in this shape, the work and outturn has gained considerable momentum in the State.

*For detailed scheme of rewards in Punjab, see Appendix VII.

CHAPTER VII

COSTS OF CONSOLIDATION & REDISTRIBUTION OF LAND REVENUE

A—COSTS OF CONSOLIDATION

As in the case of other schemes, an important question with regard to consolidation is the cost of the operation and the ways of meeting it.

2. In States where consolidation schemes are integrated with village development, a number of programmes are taken up simultaneously. These include:—

- (a) the setting apart of land for village roads, drainage, irrigation works and their construction;
- (b) setting apart of land for community purposes such as pasture lands, fuel plantations, schools, panchayatghars, playgrounds, etc.;
- (c) setting apart of land for cultivation through the village community, the income from the land being utilised to augment the village panchayat funds; and
- (d) schemes for more intensive cultivation by improvement of land, adoption of improved techniques and conservation of soil.

3. Land required for these purposes is obtained in the form of proportionate contributions by cultivators and no compensation has to be paid. Labour for the construction of village roads, drains, irrigation channels, percolation tanks, bunding etc. is also contributed voluntarily by the villagers themselves and no cash payments are required. Financial assistance for increasing agricultural production and conservation of soil is provided through the normal channels i.e. the State Government, cooperative societies etc.

4. In some cases the value of the new holding allotted to an individual is less than the value of the land held by him before consolidation. There are also cases where trees or wells belonging to an individual fall within the holding of another person after consolidation. Such losses are compensated through cash payments by individuals who gain from the transfers. These payments are not treated as a part of the expenditure on consolidation.

5. *Expenditure in different States.*—The consolidation expenditure thus includes only the cost incurred on the special staff and contingencies for resurvey and remeasurement wherever necessary and for the actual work of consolidation itself. A rough idea of the costs per acre in different States can be had from the following figures:—

Year	Area consolidated	Total expenditure (Rupees)	Average cost per acre Rs. A. p.	Remarks
1	2	3	4	5
1. PUNJAB				
1951-52 . .	9,44,203	43,09,470	4 9 1	These figures relate to the agricultural year which commences from 1st October.
1952-53 . .	9,95,768	45,00,511	4 8 4	
1953-54 . .	13,78,135	57,29,316	4 2 6	
1954-55 . .	13,33,100	54,41,886	4 1 3	Figures in col. 2 show area repartitioned.
1955-56 . .	Not available			
2. PEPSU				
1951-52 . .	89,748	3,42,196	3 13 0	Figures in Col. 2 show area repartitioned.
1952-53 . .	87,775	11,39,302	13 0 0	
1953-54 . .	3,65,922	17,84,332	4 14 0	
1954-55 . .	1,66,379	28,59,581	17 3 0	
1955-56 . .	5,30,862	38,50,000	7 4 0	
3. HIMACHAL PRADESH				
1951-55 . .	Nil			The work was started in the State in 1954-55.
1955-56 . .	4,184	46,750	11 3 0	
4. MADHYA PRADESH				
1951-52 . .	97,080	96,973	0 15 11	
1952-53 . .	80,963	94,726	1 2 9	
1953-54 . .	89,489	1,02,098	1 2 5	
1954-55 . .	1,08,726	1,05,795	0 15 7	
1955-56 . .	Not available.			
1949-56	19,43,279	56,48,000	2 14	The yearwise break-up of the area consolidated is not available for this State. These figures represent the position from the commencement of consolidation from 1949 to 31-1-56. Certain important stages of the work in this State are entrusted to the regular Land Revenue Staff. The expenditure on that account is not included in column 3.

6. UTTAR PRADESH

1951-54 . . .	Nil			As the work in this State was
1954-55 . . .	472	8,49,800	..	undertaken in the year
1955-56 . . .	2,12,482	65,88,550	..	1954-55, no correct idea
				of the cost per acre can be had
				for the present. Expenditure
				in column 3 includes most of
				the items of expenditure of
				non-recurring nature e.g.
				furniture and equipment etc.

6. There are considerable differences in the cost of consolidation per acre between various States and from year to year. In States where consolidation work is well under way, differences from year to year are relatively small. The cost of consolidation is naturally higher in States where the work is in the initial stages and comparatively heavy expenditure is incurred on the staff employed in proportion to the actual area consolidated. As more experience is obtained and the programme gains momentum the cost tends to fall. Considerable difference will, however, remain between various States on account of differences in training and experience, efficiency and economy in the arrangements made and differences in local conditions and the items of work taken up in consolidation. For instance, the cost in Punjab is higher than in Bombay on account of the fact that consolidation in Punjab includes rectangulation and remeasurement, but not so in Bombay.

7. *Recovery of costs from cultivators.*—Most of the States which have undertaken this work realise the whole or part of the amount spent in the form of fees from the owners and there is generally a provision in the consolidation Act of each State authorising the Government to realise the cost of consolidation proceedings from the persons whose holdings are affected by the scheme. The Acts further make a provision for the recovery of these dues as arrears of land revenue.

8. The manner of assessment of the fees and the amount realised is, however, different in different States. In Punjab the cost has been fixed at Rs. 4/- per cultivated acre or portion of an acre, if the "Watbandi" is carried out by the persons whose holdings are affected and at Rs. 6/8/- per acre in other cases. It is not, therefore, necessary to calculate the cost incurred each year and spread it on the area consolidated.

9. The amount due is payable in two six-monthly instalments along with the land revenue and collections are made by the

*Whenever the village land is divided into sub rectangles at the time of measurement, the villagers are required to raise small ridges along the sides of the sub-rectangles. This is called "Watbandi".

Lambardars (village headmen) who are given an allowance of two per cent of the amount collected.

10. In *Pepsu* the consolidation fee was realised at Re. -/9/7 per acre till 1950-51. In that year it was raised to Rs. 2/6/5 per acre and in 1952-53 to Rs. 3/- per acre. In addition to the above consolidation fee, 'Chanda' (subscription) at the rate of Rs. 1/12/9 per acre was also raised in the State to meet the cost of such items as stones for demarcation of boundary-lines of the village or rectangles, forms, stationery, survey implements, labour charges etc.. This amount was reduced to Rs. 1/3/2 per acre in March 1954 and further reduced to Re. -/5/6 per acre from April 1955. The consolidation fee was deposited into the Government treasury whereas the account of the 'Chanda' money was maintained by the treasurer appointed by the landowners themselves. From 1st April, 1956, it has been decided to realise consolidation fee at fixed rate of Rs. 4/- per acre. The articles mentioned above would now be supplied by the Government. The collection of 'Chanda' money has been stopped. The rules of assessment and realisation are at present the same as in Punjab.

11. In *Madhya Pradesh* no consolidation fee was levied for some years in the beginning. A fee of Re. -/4/- per acre was imposed for the first time in 1932 and later raised to Re. -/6/- per acre in 1942. It was further raised to Re. -/12/- per acre in 1952 and this is the amount at present being realised for all lands brought under consolidation. As in the case of Punjab and Pepsu the fee is collected by the village 'Patil' (Headman elected by the landowners).

12. The amount recovered in the form of fees in Punjab, Pepsu and Madhya Pradesh, however, is not sufficient to meet the entire expenditure incurred on account of consolidation. The State Governments have, therefore, to contribute towards this expenditure to some extent. Thus in the State of Punjab the total expenditure incurred on consolidation from 1951-52 to 1955-56 was Rs. 235.09 lakhs whereas the receipt from the fees was only Rs. 161.68 lakhs. Government's subsidy for this period, therefore, was Rs. 73.41 lakhs.

13. The provisions for assessment and realisation of consolidation fee in the Uttar Pradesh Act are similar to those in the Acts of other States but the rules are widely different. According to these rules all the costs actually incurred in the consolidation of a village are to be realised from the landowners of that village and the actual time spent by the staff in the village and their salaries form the basis of calculations for costs.

14. No collections have, however, actually been made under these rules in the State because it is being felt that strict compliance with these rules may result in injustice to owners in certain areas. Thus for instance, if the staff put on the job in a village is not competent or the work delayed for some reasons beyond the control of the owners, the costs may become prohibitive and be an indirect source of punishment to the owners. The revision of the rules on the point is under consideration.

15. The fees are recovered in all these States from the persons who are liable to pay land revenue for the land affected by consolidation.

16. No fees are being levied at present for these operations in Himachal Pradesh and Bombay and the entire cost is borne by the Government.

B—REDISTRIBUTION OF LAND REVENUE

17. Another important question with regard to consolidation work is the redistribution of land revenue. As we have seen, all the holdings in a village are affected by consolidation and most of the land in the previous possession of an owner changes hands in the process. What then should be the land revenue payable for the new holdings?

18. In most of the States readjustment is made on the principle that as the holdings which are allotted to owners in the consolidation proceedings are practically of the same value as their previous holdings, no change in the amount of land revenue is called for. In Punjab, Pepsu and Himachal Pradesh, where land revenue is assessed on the village (Mahal) as a whole and the land revenue is fixed for the village as a unit, no change is made in the total land revenue of the village, nor is any change made in the case of individual owners with regard to the land held by them. Some change of land revenue becomes necessary, however, because of changes in the shares of wells and in these cases *abiana on the well is redistributed according to the new shares in the well. Similarly if a joint khata is partitioned during consolidation proceedings, the total land revenue of the holding is divided among the share-holders according to their shares. All this along with the fact that the land in the possession of different owners changes, makes the revision of the previous 'Tariqa Bachh' (mode of distribution of land revenue assessed on the village as a whole) prepared at the regular settlement, necessary. The change usually made is to the effect that henceforth, the land revenue payable on a holding by an owner will be taken to be the land revenue

*Abiana is the additional charge on account of irrigation.

of his new holding and for purpose of calculating revenue on a particular area, when, for example, some alienation of land takes place, the land revenue for that particular area will be calculated by dividing the area (alienated) by the area of the holding irrespective of the class of the land in the holding and by multiplying it with the land revenue of the holding. In case of wells a provision is made that the redistribution of abiana would be made on the basis of new shares held after consolidation. The revision of 'Tariqa Bachh' is authorised by the provisions of the Land Revenue Acts in these States. The statements of the individuals affected are recorded at the time of this change in the 'Tariqa Bachh' and the sanction of the Collector obtained before it is given effect to. The law also provides for appeal against this change in 'Bachh' but as we have already noticed there is no change in the burden of the individual owners and hence no appeal is filed in actual practice.

19. In Bombay the system of settlement is ryotwari and the unit of assessment is the survey number. No change, however, takes place in the land revenue payable at the time of consolidation if a survey number changes hand, and the land revenue thereof is added or subtracted from the account of the new holder as the case may be. As holdings that are given after consolidation are of the same value as those held before the operations, no material change takes place in the amount of revenue payable as a result of the process and there is absolutely no change in the total land revenue payable by the village as a whole.

20. This is, however, not the case in Uttar Pradesh. In this State along with the revision of record at the time of consolidation operations, the land revenue is also revised in certain cases. There is no general revision of land revenue in the sense as at the time of a regular settlement but land revenue is imposed if new area has been brought under cultivation or if a particular piece of land has changed hands after the last settlement and the new holder is not paying the revenue at the full circle rate fixed for that class of land under that particular tenure. The result is that in certain cases the increase in the land revenue payable by individuals and the village as a whole is considerable.

CHAPTER VIII

ADVANTAGES OF CONSOLIDATION

It is well known that there is widespread fragmentation of agricultural holdings in most States. Fragmentation constitutes one of the most serious obstacles to efficient and profitable farming. Writing about the evil the Royal Commission for Agriculture wrote in 1928, "Even where cultivation is possible, fragmentation involves endless waste of time, money and effort; it restrains the cultivators from attempting improvements;....., and especially restricts the growing of fodder crops in the period when cattle are usually sent out to graze on the fields." The recent report* on the measures of Land Reforms by the department of Economic Affairs of United Nations observed, "Dispersal of the units of the holdings increases the difficulty of cultivation and raises the costs of production; the supervision of labour is more expensive or inefficient, drainage and irrigation are often impeded; the use of power-driven machinery is too costly to be practicable. Furthermore, the individual plots having been laid out on the basis of equal shares of similar land and not on the basis of efficient farming, are frequently of unsuitable size and shape, which makes rational management impossible."

2. Consolidation of holdings is the remedy for fragmentation. The advantages of consolidation of holdings are manifold. These may be discussed under the following heads:—

- I. Operational efficiency,
- II. Extension of cultivation,
- III. Land Development,
- IV. Social gains, and
- V. Administrative advantages.

1 OPERATIONAL EFFICIENCY.

3. Consolidation saves considerable labour of the cultivator and his plough cattle. It makes it easy for him to look after the crops and putting up a fence around the holding, particularly in the sub-mountainous areas where considerable devastation occurs through stray animals, also becomes possible. It also enables a farmer to construct a farmhouse in the holding and a shed for his cattle and

*Page 194, Progress in Land Reforms.

thus exercise efficient supervision and management. It provides an opportunity to the cultivator to take to better and more scientific methods of cultivation. The use of tractors and other machinery also becomes possible in the case of substantial holdings. All these advantages are reflected in reduction in cost and increased production. It has been estimated that the expenditure for cultivation of land on account of manual labour and ploughing increases by 5.3 per cent for every 500 meters of distance, and that the income is increased on compact holdings by at least 25 per cent without any change in the techniques of cultivation.*

II. EXTENSION OF CULTIVATION.

4. In scattered holdings a considerable area is wasted in embankments and boundaries which becomes available for cultivation on consolidation. Frequently scattered bits of land held by a cultivator are left out of cultivation because of their inconvenient situation or being too small to be profitably cultivated. On consolidation these fragments form part of a holding and are, therefore, brought under cultivation. For instance, in village Ghurman Kalan in Pepsu the area under cultivation increased from 658 acres to 726 acres i.e. by more than 10 per cent. According to the Punjab Administration Report on the working of consolidation for the year ending the 30th September, 1955, consolidation resulted in an increase of 59,687 acres of cultivated land.

III. DEVELOPMENT OF LAND.

5. It is well known that consolidation facilitates many improvements which would not be possible otherwise on scattered holdings. For instance, it is not economical for a farmer to construct a well where his holding is scattered unless his neighbours also agree to cooperate. After consolidation he can construct a well of his own if he holds sufficient area. Similarly, it becomes possible for a farmer to take up bunding along *Nalas* to prevent soil erosion. Thus considerable increases in the area under irrigation have been obtained where consolidation has been done. In village Ghurman Kalan, referred to above, 14 new wells were sunk within one year of consolidation and the area under well-irrigation increased by 43 acres. In Punjab during the year ending the 30th September, 1955, 122 wells were sunk and 51 tube-wells installed. The annual increase in production resulting from these well has been estimated at about 80,000 maunds and in terms of money to Rs. 9.5 lakhs.

6. Consolidation offers special advantages in areas under rice cultivation. The essential thing in rice cultivation is to have water

* Towards a Planned Country side by Shri M. S. Randhawa, I.C.S.

under control, to get water from streams when rain is scanty and to drain off the water when rain is excessive. With the distribution of land in tiny plots among numerous holders with divergent interest, this becomes impossible and consequently great loss results to all concerned.

IV SOCIAL GAINS.

7. Consolidation provides a unique opportunity for the development of village communications, planning of the village *Abadi* and provision of social amenities and works of common utility. It becomes possible to develop intra village, inter village and inter tehsil roads, thus enabling the farmers to carry fodder and crops to their homes without the discomfort and drudgery of carrying bundles on their heads. The villagers can market their produce with facility and in fact the entire village economy is stimulated. The provision of additional land for extension of village *Abadi* officers for the landless an opportunity of obtaining a small plot of land free of cost for building houses, which is not easily possible otherwise.

8. Lands are reserved at the time of consolidation for public latrines, skin-flaying centres, manure pits, drains, schools, playgrounds, wells, dispensaries, panchayatghars, village markets and, at times, for grazing grounds as well. The achievement of Punjab in this respect is notable. During the year ending with 30th September, 1955, the area reserved for common purposes was raised from 52,725 acres to 83,124 acres, thus marking an increase of about 57 per cent on the area previously meant for this purpose.

9. Consolidation also provides an occasion for creating productive capital assets for the village community by setting apart some land for cooperative cultivation by voluntary labour. the produce would thus be available as a net recurring resource for community development and welfare. Punjab has already made considerable progress in this direction and provision has been made in the State for regular income of the panchayats by reserving areas varying from 5 to 50 acres in each village.

10. Disputes about boundaries, right of passage for men and beast and water-courses, which are a common feature of village life, result in considerable waste of time, energy and money of the cultivator. Consolidation helps in minimising this evil. Thus in one of the *villages in Bombay 250 acres of land owned by four brothers was lying fallow before consolidation because of quarrels about boundary and partition between them. This land was partitioned during the

*See note on village Undawadi Supa in Baramati Taluka, Poona District, in Appendix IX.

course of consolidation and all of them were given land in compact blocks at different places. This removed the cause of dispute and the entire land was brought under cultivation thereafter. The brothers are also now living amicably.

V. ADMINISTRATIVE ADVANTAGES.

11. Consolidation results in considerable reduction in the number of plots and provides an opportunity for the correction of records and bringing them up-to-date. Disputes which would otherwise have involved costly and long drawn out litigation are speedily settled, giving an immense benefit to the cultivators and incidentally reducing the work of the revenue staff. Where consolidation is accompanied by rectangulation it offers additional advantages. There is saving of time in seasonal crop inspections and the higher revenue staff can exercise supervision much more effectively. Above all, the expense and worry of subsequent settlement is greatly reduced. The map thus made is practically permanent and the revision of maps becomes an easy operation.

12. All that has been said can be better understood by taking a concrete example of a village which has recently been consolidated. To this chapter are appended two maps of a village in Sonapat tehsil, district Rohtak (Punjab), one for the village as it was prior to consolidation and the other as it is after consolidation. This is an average village with an area of approximately 974 acres. Even the first look at these maps will show the tremendous change that has been brought about as a result of consolidation. The previous fields, some minute, other large, and all of irregular and haphazard shapes, have been completely replaced by rectangular fields of a uniform size. Similarly, roads have been straightened and properly laid out wherever needed and regular paths have been provided to the holdings of the individual owners. A circular road has been provided round the village which gives an improved shape to the present *Abadi* site and further connects the lanes in the *Abadi* to the fields of the cultivators.

13. The cultivators in the village have been given compact holdings of more or less regular shapes in place of large number of scattered fields held by them before consolidation. As an illustration the new blocks of four landowners Gian Dass, Chhotu Ram, Siri Lal and Jia Lal have been shown in these maps. These persons, who held 6, 7, 8 and 7 scattered plots previously, have now been given one plot each. The total number of plots in the village has been reduced from 1,398 to 426.

14. Area has been reserved during consolidation operations for extension of *Abadi*, a school, a skin-flaying centre, manure pits, public

latrines and potters' pits, and a regular shape has been given to the existing ponds, graveyard, cremation ground and village pasture.

15. Not only that, a considerable area has been reserved for the income of the village and the same is shown at rectangle No. 23 in the map. There is also a considerable area of shamlat in this village and the same has been put in compact blocks and given a regular shape.

16. The maps give a picture of one village. Similar changes have been brought about in other villages* in which consolidation has been undertaken in Punjab State and elsewhere; thus giving rise to a planned country-side which has been the dream and ideal of progressive thinkers who are interested in rural development.

*The extent of fragmentation and the effect of consolidation in some other villages of different States visited by the Officer on Special Duty, are given in the Appendices VIII & IX.

CHAPTER IX

PREVENTION OF FRAGMENTATION

The approach to the problem of excessive fragmentation has two aspects, namely:—

- (1) the preventive aspect *i.e.* measures to prevent further fragmentation; and
- (2) the curative aspect *i.e.* measures to remedy the evils arising out of fragmentation.

In the previous chapters measures adopted for consolidation of fragmented holdings have been outlined. The measures for preventing fragmentation are considered briefly in this chapter.

2. In our country most of the holdings are small and uneconomic. The smallness of a holding results in high cost of cultivation and consequently low returns. Consolidation of holdings offers no remedy for increasing the size of a holding. It is also a laborious process and cannot be repeated too often. Cooperative farming or diversion of people from agriculture to other avocations can help. Neither of them is easy to achieve. In view of these difficulties of remedial action, the importance of a preventive action is all the greater.

3. In areas where consolidation has not taken place, the forces that lead to fragmentation and scattering are constantly at work. Some steps are necessary to prevent further deterioration of the present situation. Unless we can assure that the present size of holdings is not diminished, agricultural production cannot be increased and we cannot ensure maximum utilisation of land resources. Similarly in areas where consolidation has taken place it is necessary to ensure that after consolidation has been done, scattering and unrestricted sub-division does not take place again. With these objects in view several States have enacted legislation for prevention of fragmentation.

4. Fragmentation has three aspects:—

- (i) diminution in the size of holding *i.e.* the totality of the area held by a person;
- (ii) scattering of a holding into widely separated plots; and

- (iii) diminution in the size of any plot comprised in a holding to such an extent that it is unprofitable to cultivate it.

5. Diminution in size of a holding generally results from partitions consequent upon inheritance, transfers by sale, mortgage or gift and leases. It frequently happens that during partitions not only the total holding is sub-divided into uneconomic units but even individual plots get sub-divided into fragments which are unprofitable to cultivate due to an anxiety on the part of the co-sharers to get a share of each class of land and particularly, a share in a good quality plot. Similarly unregulated transfers also result at times in tiny plots.

The legislation, therefore, generally tries to prevent such fragmentation by regulating partitions, transfers and leases. Provision is also made that a fragment shall be so transferred that it gets merged with the adjoining holding. The process also helps in building up fragmented holdings. The measures adopted in each State are summarized in the following paragraphs.

LEGISLATION IN DIFFERENT STATES

BOMBAY

6. In Bombay, the Act empowers the State Government to apply the provisions for prevention of fragmentation by a notification in local areas. The notification enforcing these provisions in the whole of the State has been made. The Act provides for determining a 'standard area' with reference to different regions in the State. The 'standard area' is a plot of a size below which profitable cultivation would not be possible. Such 'standard area' is determined in each district in consultation with the District Advisory Committee. The Government provisionally fixes the 'standard areas' for each class of land in a locality and publishes them in the Government Gazette, at the Taluka Katchery (revenue court) and at the Chawdi ('Chaupal' or any other meeting place in the village) or other prominent place in the village concerned. If any objections are received within three months of the publication, they are considered by the Government and 'standard areas' finalised and published in the same manner as the provisional 'standard areas'.

*The 'standard areas' at present fixed for different kinds of land are as follows:—

(i) Dry crop	One acre to four acres.	} depending upon the region in which the land lies.
(ii) Rice	Ten Gunthas to one acre	
(iii) Garden	Five Gunthas to one acre	
(iv) Verkas (Grass growing lands).	Two acres to Six acres	

Ditto.

Ditto.

Guntha is equal to 1/40 th of an acre.

7. All plots of land which are smaller than the 'standard area' thus determined, are declared fragments and entered in the village records. The word 'fragment' thus applied to a contiguous area which may extend over several survey numbers.

8. A transfer (other than lease) of a fragment cannot be made except to the owner of a contiguous survey number or recognised sub-division of a survey number. An exception is made in order to facilitate the advance of loans by Government, land mortgage banks or cooperative societies on the security of land. In such cases, the owner of the fragment can mortgage the land to the Government, land mortgage bank or the cooperative society as the case may be. A lease of a fragment can be made only to a person who is in *cultivating possession* of land contiguous to the fragment.

There is no explicit provision preventing the partition of a fragment.

It has been provided that no plot of land which is equal to or larger than the standard area can be transferred or partitioned in such a way as to create a fragment. There is, however, no such restriction on leasing of a plot.

9. It will thus be observed that in respect of fragments transfer and leasing is regulated but partition is not explicitly mentioned while in respect of larger areas transfer or partition is regulated but lease is not mentioned.

10. A penalty has been provided for transfer or partition contrary to the provisions of this Act. Such a transfer or partition shall be void and the owner shall be liable to a fine upto Rs. 250/-. Any person who takes possession of land which has been transferred or partitioned in contravention of the law shall be liable to ejectment. There is, however, no explicit penalty in cases where a fragment is leased in contravention of the provisions of the Act.

As there may be cases where an owner of a fragment may be unable to transfer his plot of land under the conditions imposed by the law, a provision has been made which entitles an owner of a fragment to transfer the land to the State Government on payment of compensation at market value. Where the State acquires such fragment, it is empowered to sell it to the owner of a contiguous plot.

11. The conditions regarding transfer or partition shall not apply to cases where land is acquired for public purposes as specified by

the State Government. A notification which has been made specifies the following public purposes:

- (i) construction of public wells, tanks, canals, channels or other water-ways;
- (ii) construction of Dharamshalas, schools or public dispensaries;
- (iii) construction of roads; and
- (iv) burial and cremation grounds.

12. Additional provisions have been made with regard to areas which have been consolidated. These provisions relate to the holding of an individual i.e. the aggregate land held by an individual and not to separate plots. The law provides that no transfer shall be made except in accordance with such conditions as may be prescribed. The rules provide for the following order of priority according to which the land shall be offered for transfer:—

- (i) the tenant of the holding or his heirs;
- (ii) the owner of the adjoining holding provided he cultivates it personally or to the tenant of the adjoining holding;
- (iii) such *bonafide* cultivators in the village as have insufficient land of their own for their maintenance.

Exchange of land can be made with the permission of the Collector provided the holdings are cultivated personally by the parties to the exchange.

No sub-division of a holding shall be made except with the permission in writing of the State Government.

BIHAR

13. In Bihar, legislation has recently been enacted for prevention of fragmentation. Transfer of a fragment can be made only to a co-sharer or to a person having land adjoining the fragment. Partition of a fragment has, however, been allowed.

After a holding has been consolidated, it cannot be transferred or otherwise dealt with in such a way as to create a fragment. As in the case of fragments, there is no restriction on partition.

ORISSA

14. In Orissa, the legislation is similar to that of Bombay except that it will not apply to certain categories of land, namely *Khalas* (water channels), *Baris* (kitchen gardens), homestead land and

orchards. The 'standard areas' in this State are to be fixed by the Board of Agriculture after consultation with the District Committee and the Krushi Samiti.*

The Board comprises:—

- (a) The Minister in charge of the department of Agriculture . Chairman, ex-officio,
- (b) The Commissioner of Agriculture, Orissa Member,
- (c) Seven persons holding office under the State Government representing Agriculture, Veterinary, Fisheries, Forestry, Co-operation, Revenue, Irrigation, Electricity and River Valley Development Departments to be nominated by the State Government Members,
- (d) Four members of the Orissa Legislative Assembly elected by the said Assembly Members,
- (e) Four persons who do not hold office under the the Government to be nominated by the State Government Members.

The owner of a fragment may transfer it to the Board at a price as may be mutually agreed between the owner and the Board.

The State Government or any local authority is not excluded from the application of the provisions for prevention of fragmentation. The maximum penalty for a breach of the law is Rs. 200/-.

Sub-division or transfer of a consolidated holding resulting in a fragment is also prohibited and declared void in this State.

PUNJAB & PEPSU

15. The legislation in Punjab and Pepsu is identical and follows the same principles as laid down in the Bombay Act, the important differences being:—

- (i) a transaction in contravention of the law has been declared void but no fine is provided for as in the case of Bombay, Saurashtra and Orissa;
- (ii) In Bombay there is a provision for determination of compensation only in cases where the land is transferred to Government. There is no provision for determination of price in case of a transfer to a contiguous owner. In Punjab, however, the price can be determined by the Collector in such cases also. The price determined by the Collector is final;

*The law provides that the District Committee should comprise not less than 20 members of whom the Collector of the district is the Chairman ex-officio. The members other than the Collector of the district are nominated by the State Government. Of these, not more than one-third are Government servants and the rest are non-officials representing proprietors, tenants and agricultural workers of the district. Krushi Samiti is to consist of not less than 7 and not more than 10 members representing proprietors, tenants and agricultural workers of the area. Such persons are nominated by the State Government.

- (iii) In Bombay the price payable when land is transferred to the Government, is determined according to the Land Acquisition Act, i.e. the market value plus solatium at 15%. In Punjab, the price is determined at market value and no solatium is payable;
- (iv) Unlike Bombay (but like Saurashtra and Orissa) no exception has been made as regards the application of the law in the case of Government or a local authority;
- (v) There is no provision restricting the transfer or sub-division of a holding as a whole after it has been consolidated.

HYDERABAD

16. The Hyderabad Act follows the Bombay model except in the following cases:—

- (i) In Bombay there is no restriction on sub-division or partition of a fragment. This has been specifically provided for in Hyderabad.
- (ii) In Bombay the lease of an area (bigger than a fragment) which results in the creation of a fragment is not specifically prohibited. This has been done in Hyderabad.
- (iii) In Bombay, though restrictions have been imposed on the partition of land when a decree is transferred to the Collector, no detailed procedure has been prescribed for sub-division or partition. In Hyderabad, the Collector is empowered to partition the land among some of the co-sharers and to compensate the rest. The compensation is to be realised from the persons getting more than their due share of land and in cases where compensation is not paid, the court is authorised to auction the holding and to distribute the proceeds among the co-sharers according to their shares in the holding. In case the shareholders agree upon a method of partition not resulting in fragmentation, the same is given effect to by the court otherwise lots are drawn for purpose of determining preference among the shareholders.
- (iv) In Bombay, the penalty for transfer or partition contrary to the provisions of the Act is Rs. 250/-; while in Hyderabad the maximum penalty for such cases is Rs. 500/-.

The Act further imposes restrictions on the alienation and sub-division of consolidated holdings. As in the case of Bombay, consolidated holdings can be transferred only under certain conditions and the permission of the Board of Revenue is necessary in case of sub-division of such a holding.

SAURASHTRA

17. The legislation in Saurashtra follows the Bombay model except in the following cases:—

- (i) Whereas in Bombay the 'standard area' (i.e. the minimum area which can be profitably cultivated) is to be determined after enquiry, in Saurashtra the 'standard areas' with reference to different districts have been mentioned in the Act itself. The State Government has, however, the power to revise the 'standard areas' fixed by the Act. In cases where there are considerable differences in agricultural conditions within the same district, the State Government have the power to fix a 'standard area' with reference to different regions within a district.

The 'standard area' specified in the Act varies from half an acre to one acre in the different regions in the case of 'Bagayat' (garden) lands. In respect of 'Jirayat' lands, it is two acres throughout the State.

- (ii) In Bombay the law regulates transfers and leases of fragments in such a way that on a transfer or lease being made, the fragment gets merged with a contiguous plot of land. Similar restrictions have been imposed on transfers or leases in Saurashtra but the Collector has been empowered to make an exception in certain cases.
- (iii) In Bombay an exception has been made in case land is acquired for a public purpose which is specified by the State Government by a notification in the official gazette. No such exception has been made in Saurashtra.
- (iv) In Bombay a person who takes possession of land, which has been transferred or partitioned in contravention of the law is liable to summary ejectment. No such provision has been made in Saurashtra.
- (v) In Bombay there is provision for determination of compensation at market value only when the land is transferred to Government. There is no provision for determination of price in case of a transfer to a contiguous

owner. In Saurashtra, however, the price is determined by the Collector in such cases also and it has been specifically provided that a transfer to Government shall take place only in cases where the holders of contiguous plots refuse to purchase the land at the determined market price.

(vi) In Bombay no fragment can be sold or created at a court sale. There is no such provision in Saurashtra.

ASSAM

18. In Assam, the panchayats have been given powers to prevent fragmentation of agricultural holdings and they may, after a meeting of the people affected and after a decision to that effect by a two-thirds majority, prohibit the transfer or partition of any land if it results in a fragment of less than 12 bighas (i.e. 4 acres).

In case there are two or more sharers and there is not enough land for all of them, the panchayat may provide as many of the sharers as possible with land and fix the compensation payable by such sharers to the rest.

By another provision in the Assam Land and Revenue Regulation the partition of an estate which would result in a separate estate yielding less than five rupees as land revenue, is also prohibited.

MADHYA PRADESH

19. Partition of a holding is not permitted if the partition would result in creating a holding, the area or land revenue of which is below the prescribed limits.

UTTAR PRADESH

20. The partition of a holding or holdings is prohibited if the total area to be partitioned is $3\frac{1}{8}$ acres or less. In such cases the court before which the suit for partition is pending is empowered to direct the sale of the entire area and distribute the proceeds of the sale among the co-sharers. Partitions of holdings exceeding $3\frac{1}{8}$ acres are not regulated.

When consolidation in a village has been completed and a notification declaring consolidation operations as closed has been made, the transfer by sale, gift or exchange of a fragment situated in that area is prohibited unless either the entire plot of which it forms part is thereby transferred or the transfer is made in favour of a tenureholder of the adjoining plot. A fragment has been defined to be an area less than 6.25 acres in some parts of the State and less than 3.125 acres in some other parts.

MADHYA BHARAT

21. A partition of the holding of a Pakka tenant is prohibited if thereby he is left with an area of less than 15 acres.

In case of voluntary sale of the holding by a Pakka tenant, he is required to take the permission of the 'Suba' before such sale. Permission in such cases is granted only—

- (a) if the Pakka tenant wants to sell away all his holding in the pargana; or
- (b) if at least 5 acres of irrigated land or 15 acres of non-irrigated land are left in the possession of the Pakka tenant for the maintenance of himself and his family.

Similarly, in the case of compulsory sale of a holding of a Pakka tenant by a court, his rights in the whole or part of his holding cannot be sold if the total area of his holding on Pakka tenure the State is 15 acres or less.

In case of a mortgage, a Pakka tenant can only mortgage the area in excess of 15 acres. No mortgage is permissible unless he is left with at least 15 acres of land which is free of encumbrance or charge of any kind.

RAJASTHAN

22. The legislation on prevention of fragmentation is contained in two different Acts in this State, namely the Rajasthan Holdings (Consolidation and Prevention of Fragmentation) Act, 1954 and the Rajasthan Tenancy Act, 1955. So far as the Consolidation Act is concerned, the provisions for prevention of fragmentation are identical with those in Punjab.

The Rajasthan Tenancy Act prohibits sub-division of a holding which results in a holding a lesser area than the prescribed minimum.* In such cases the court before whom the suit for division of a holding is pending, may direct sale and distribution of the proceeds among the co-sharers. In case of sale the court shall order the evaluation of the holding and offer it for sale in the order of priority to the following persons:—

- (a) a co-tenant of such holding;
- (b) a sub-tenant of such holding;

*A notification provisionally fixing the minimum area for purpose of sub-division of a holding has recently been made in the State. The proposed area varies between 1.56 to 25 acres. The area will be finalised after hearing the objections which have been invited. (Notification No. F. (170) Rev-B/55, dated the 29th October, 1956).

- (c) an agricultural or other labourer or servant of the village community who permanently resides in the village;
- (d) a person not being the landholder who cultivates land and resides in the village;
- (e) a landholder.

In case there are two more persons belonging to the same class, preference is to be given to the claimant who cultivates the smallest area in the village.

BIHAR

23. The partition or permanent transfer of land by an occupant is prohibited if it results in creating a holding which is less than 5 acres.

DELHI

24. The State has adopted the Punjab law *i.e.* the East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948 for this purpose. Besides, the Delhi Land Reforms Act prohibits the partition of a holding of 8 standard acres. Partition of a large holding is also prohibited if it results in the creation of holdings of less than 8 standard acres. In such cases the court before which the suit for partition is pending is empowered to direct the sale of the holding and to distribute the proceeds thereof among the share-holders.

Restrictions have also been imposed on the transfer by sale, gift or otherwise of land by a person if as a result of the transfer, the transferor is left with a holding of less than 8 standard acres.

VINDHYA PRADESH

25. The partition of land, the total area of which is less than 10 acres of unirrigated or 5 acres of irrigated land, is prohibited. Similarly, if a partition results in creating a holding of lesser area than 10 unirrigated acres or 5 irrigated acres, the same is not permissible. The court before which the suit for partition is pending is empowered to auction the holding, in case no other mode of partition is possible and no share-holder offers to buy it at the price fixed by the court.

Further restrictions have been imposed on the transfer of land if as a result of the transfer, the transferor is left with less than the minimum area mentioned above.

SUMMARY AND CONCLUSIONS

26. It has been mentioned earlier that fragmentation occurs as a result of partitions, transfers or leases and has three aspects, namely,

- (i) diminution of the size of a holding i.e. the total area belonging to an individual;
- (ii) a plot comprised in the holding may become so small that it is not profitable to cultivate; and
- (iii) the plots comprising the holding are widely scattered.

27. In the earlier paragraphs the provisions made in 15 States for prevention of fragmentation have been described. These provisions vary considerably from State to State.

28. Partitions have been regulated in 14 States out of 15. Bihar is the only State among the 15 which does not provide for regulation of partitions. There are, however, variations in these regulations. In some States partitions are prohibited where they result in diminution of the aggregate area of a holding below the prescribed minimum. This group includes Assam, Madhya Pradesh, Uttar Pradesh, Madhya Bharat, Rajasthan, Bhopal, Delhi and Vindhya Pradesh. The law applies to areas where consolidation has been done as well as to other areas where consolidation has not been taken up. In Assam, however, the law is enforceable at the discretion of panchayat by two-thirds majority. In the Uttar Pradesh law there is one gap. It prohibits partition of a holding which is of a size equal to or less than the prescribed minimum but not a holding which exceeds the prescribed minimum but its partition would result in holdings of less than the prescribed minimum. In two other States, namely, Bombay and Hyderabad the provisions for regulation of partitions to prevent diminution in the size of a holding as a whole apply only to areas which have been brought under consolidation. They do not apply to other areas where consolidation has not been undertaken. The law provides that after consolidation has been carried out, no holding shall be partitioned without the permission of the Government or the Board of Revenue.

29. Partitions have been prohibited in some States where they result in fragments i.e. plots of a size of less than the prescribed minimum, which cannot be profitably cultivated. Such provisions have been made in Bombay, Orissa, Punjab, Hyderabad, Pepsu, Rajasthan, Saurashtra and Delhi. Partition of plots which already constitute fragments is not specifically prohibited in any of these States except Hyderabad.

Depending upon the method adopted partition may also result in the scattering of a holding. There is no specific provision in the law preventing scattering resulting from partition. To the extent that partitions, whether of a holding or of a plot are prohibited, scattering is also prevented. In cases, where partition of a holding or of a plot is permitted, it may result in the scattering of a holding in the absence of a specific provision.

31. Unregulated transfers also result in fragmentation. If properly regulated they could, on the other hand, be utilised not only as a preventive measure but also as a curative measure. Transfers are regulated in all the 15 States except Madhya Pradesh. As in case of partition, in six States, namely, Assam, Madhya Bharat, Rajasthan, Bhopal, Delhi and Vindhya Pradesh transfer of a portion of a holding which results in a holding of less than the prescribed minimum is prohibited. In Uttar Pradesh regulation of transfers applies to holdings after consolidation only. In Bombay and Hyderabad also the law provides that in areas where consolidation has been carried out, no holding or a part thereof shall be transferred except in the manner prescribed. In Bombay where the rules have been framed, the land can be transferred to the tenant of the land, cultivator of the contiguous holding or a *bona fide* cultivator in the village who has insufficient land in the order mentioned.

32. Transfer of land which results in the creation of a fragment (i.e. a plot of a size of less than the prescribed minimum) has been prohibited in Bihar, Bombay, Orissa, Punjab, Hyderabad, Pepsu, Rajasthan, Saurashtra and Delhi. The law also provides that no fragment shall be transferred except to the owner of a contiguous plot.

33. The provision that a fragment shall be transferred only to the owner of the contiguous plot also prevents scattering. However, where a plot does not constitute a fragment, the transfer of a portion of it may not result in a fragment and yet it may result in scattering of a holding unless the transfer is made to the contiguous holder. The Bombay law alone provides, as mentioned earlier that except where there is a tenant on the land who has the first priority, the land shall not be transferred except to the contiguous owner and failing that to a person who has insufficient land.

34. It may also be added that the provisions relating to regulation of transfer of fragments also work as curative measures in so far as they help in the consolidation of land. In Bombay this also helps, in a limited way, in building up of the total size of a holding.

35. With regard to leases, a specific provision has been included in the States of Bombay, Hyderabad, Punjab, Pepsu, Rajasthan, Saurashtra and Delhi that no person shall lease a fragment to a person other than the one cultivating any land which is contiguous to the fragment. There is no specific provision with regard to leases of plots which are fragments except in Hyderabad.

36. Transactions in contravention of the provisions mentioned above are declared void in all cases. In some States a provision has been made for the imposition of a fine also.

37. Generally the provisions relating to regulation of transfers and partitions of plots resulting in fragments are enforceable on the issue of a notification. The notification has been issued in Bombay where active implementation has been in progress for some time. In other States the provisions have not yet been enforced.

38. Regulation of partitions is not free from difficulties, which are administrative, economic as well as social. Co-sharers may avoid formal partitions and sub-divide the lands informally, which would be administratively difficult to prevent. There would thus be considerable scope for evasion. The enforcement of the law will result in rendering one or more co-sharers landless. In a backward economy, where employment facilities are not freely available, it may cause hardships. Besides the co-sharers who purchase the holding put up for auction, will have to find finances, which may not be easy to obtain. Even if the State were to provide loans, a small holder is not likely to have enough surplus to repay the loan.

39. Regulation of transfer is, however, comparatively easier. Firstly all transfers are generally to be registered and secondly there would be parties other than the transferor or the transferee, who may be interested in any particular plot of land and thus provide a check for preventing unlawful transfers.

40. In most States the provisions relating to fragmentation are comparatively of recent origin. These measures are likely to have far reaching socio-economic effects. No study has, however, been undertaken in any of these States to review how far these laws have been effective or their socio-economic effects.

APPENDIX I

PART A

FORMS OF THE PRELIMINARY STATEMENTS PREPARED AT THE TIME OF CONSOLIDATION IN PUNJAB

1. *Register of the names of landholders.*

This is an alphabetical list of the rightholders in the form given below, and shows details of holdings of the rightholders under different tenures. The names of tenants-at-will are not given in the statement but it includes the names of occupancy tenants, daulidars, mortgagees and tenants in adverse possession.

Alphabetical list of landholders

Village....., Hadbast No....., Tehsil....., District.....

Serial No.	Name of the land-holder with parentage and address	Class of tenure (nature of right)	Khewat ----- Khatuni	Serial No. of formation of chaks with date given in the proceedings book	Remarks
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The statement serves as an index of allotment in consolidation. The words "Khewat" and "Khatuni" used in column 4 mean holdings of the landholder and the tenant respectively.

2. *Register of Numberan Khasra (Survey Numbers)*

The statement is prepared from the existing revenue records and contains a list of all the survey numbers in their serial order. The valuation given to each survey number for purposes of consolidation is also entered in this form.

Febrist Numberan Khasra (List of Survey Numbers)

Village....., Hadbast No....., Tehsil....., District.....

5

Survey Number	Number of Khatuni	Area	Class of soil as entered in the last Jamabandi	Class of soil for purposes of consolidation with rate of valuation	Changes in valuation as a result of orders passed in objections	Remarks
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The list is prepared to serve as an index of the individual fields (survey numbers) and to ensure that each survey number has been properly valued for purposes of consolidation.

3. *Khatuni Ishtemal* (an account of the existing rights possessed by the owners and the tenants).

The statement gives the names and particulars of the owners and their tenants, if any, the survey numbers with details of their classification in the existing records as well as for the purpose of consolidation and the rent and land revenue payable for the holdings.

KHATUNI ISHTEMAL

Village....., Hadbast No....., Tehsil....., District.....

No. of Khe- at	No. of the Khatuni	Name of Taraf or Patti	Name & address of the owner	Name and address of the tenant	Name of the well or other source of irri- gation	Number Khasra	Area with class of soil as entered in the jamabandi	Valuation for pur- pose of consoli- dation	Land revenue or rent	Re- marks
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The form is meant to bring up-to-date the existing account of the rights possessed by the various landholders.

4. *Naqsha Haqdarwar*.

The statement gives a complete and consolidated account of the land and rights of the landholders to which they are entitled during consolidation. Their rights in wells in the Khata together with their price is also entered in the appropriate column. Any deductions due on account of proportionate share of the landholders in the area reserved for common purposes or any additions or deductions of area on any other account are also taken into account.

NAQSHA HAQDARWAR

Village....., Hadbast No....., Tehsil....., District.....

S. No.	Name and add- ress of the owner	Name and add- ress of the tenant	Nature of rights	No. of Khevat Khatuni	Speci- fied share	Area with valua- tion for consoli- dation	Details of rights in wells			Rent revc- nue	Re- marks
							Name and descrip- tion of the well with its market price	Share of the well	Price of the share		

The statement is the basis for allotment of individual plots in consolidation.

PART B

PRELIMINARY STATEMENTS IN UTTAR PRADESH

1. Alphabetical list of tenure-holders [Rule 33(2) (a)]

This is an alphabetical list of tenure-holders and shows the number of holdings under various tenures held by a tenure-holder, the specification of shares and the serial number of formation of chaks with dates given in the proceedings book.

Village, Pargana, Tehsil, District

Name of tenure-holders with parentage and residence	Number of Khatuni	Class of tenure	Specification of shares	Serial number of formation of chaks with dates given in the proceedings book.	Remarks
1	2	3	4	5	6

2. Statement of plot numbers [Rule 33(1)(a)]

This statement shows the area of the plot, class of soil entered in the last settlement, class of soil newly determined, class of soil, if altered in appeal, sanctioned hereditary rent-rate and valuation of plot.

Village, Pargana, Tehsil, District

Plot No.	Area	No. of Khatuni	Class of soil entered in last settlement or roster operation	No. of new block	Class of soil newly determined	Class of soil if altered in appeal	Sanctioned hereditary rent-rate	Valuation of plots	Remarks
1	2	3	4	5	6	7	8	9	10

3. Khatuni Chakbandi [Rule 33(2) (b)]

The statement gives names and particulars of tenure-holders with their shares in khatas, class of tenure, block number, khasra numbers with details of cultivated and uncultivated area, rental value of plots, rental value of the holding proportionate to the shares of the co-sharers, proportionate rent and revenue of each co-sharer and rental value of the holding of Asamis, if any.

KHATUNI CHAKBANDI

Village....., Pargana....., Tehsil....., District.....

S. No.	Name of tenure holder	Class of tenure	Khata with where necessary	No. shares necessary	Khasra number	Blockwise rental value and areas			
						Block A Area	Block A Rental value	Block B Area	Block B Rental value
1	2	3	4	5	6	7	8	9	

Block C Area	Rental value	Rent or revenue Khata	or of rent or revenue where necessary	Proportionate rent or revenue where necessary	Rental value of the holdings of asamis, if any, under the tenure-holder			Remarks
					Name of asami	Khasra number held by the asami block-wise	Rental value of the plot	
10	11	12	13	14	15	16	17	

4. Statement of tenure-holders (Rule 45).

The form gives the names of tenure-holders, rent or revenue and rental valuation of all the holdings of the tenure-holder, proportionate rent or revenue and rental valuation of all the holdings of each co-sharer according to his share in a joint khata, if necessary, deductions, if any, to be made as a result of contribution towards land for objects of public utility and net valuation of holdings or shares, as the case may be.

....., Pargana....., Tehsil....., District.....

S. No.	Name, with particulars of tenure-holders	Class of tenure	Khatuni Khata No.	Rental valuation in each block according to share		
				Block A	Block B	Block C
1	2	3	4	5	6	7

Deductions, if any to be made for public purposes.				Net valuation of holdings of tenure-holders in each block			Remarks
Rate of deductions as specified in statement of principles	Block A	Block B	Block C	Block A	Block B	Block C	
8	9	10	11	12	13	14	15

APPENDIX II

Powers of the Director, Consolidation, Punjab, with regard to Patwaris and Kanungos.

<i>Details of functions</i>	<i>Authority under which performed</i>
<i>Patwaris</i>	
1. Raising of percentage of Patwar candidates.	Para 1.1(a) of the Punjab Land Records Manual.
2. Increase in the number of Patwaris	Para 3.5 of the Punjab Land Records Manual.
3. To accord sanction to acceptance of Patwar candidates over the age of 21 years.	Foot-note to para 3.7(3) of the Punjab Land Record Manual.
4. Creation of temporary posts of Patwaris.	As Head of Department.
5. Re-employment of retired Patwaris	Para 1.1(a) of the Punjab Land Records Manual.
6. Transfer from one district to another	Para 1.1(a) of the Punjab Land Records Manual.
<i>Kanungos</i>	
7. Raising of percentage of Kanungo candidates.	Para 1.1(a) of the Punjab Land Records Manual.
8. Increase in the number of Kanungos.	Para 3.5 of the Punjab Land Records Manual.
9. Maintenance of lists of basic and supplementary Kanungos and their posting to settlements.	Para 2.10 of the Punjab Land Records Manual.
10. Removal of unfit Kanungo candidates.	Para 2.13 of the Punjab Land Records Manual.
11. Transfer from one district to another.	Para 1.1(a) of the Punjab Land Records Manual.
12. Transfer of District Kanungos	Para 2.24 of the Punjab Land Records Manual (read with correction slip, No. 248, dated 19-7-46).

The Saddar Kanungos at district headquarters, however, continue to be controlled by the Director of Land Records. Such proposals in the district originate through the Settlement Officer (Consolidation) who is in control of the field staff under the overall control of the Collector. The Director of Land Records normally concurs with the proposals of the Collector. In cases the Director of Land Records is unable to concur with the proposal of the Collector, he obtains views of the Director, Consolidation and if both of them agree, the Collector of the district is advised accordingly. It is presumed that there are rare cases of disagreement between the two Directors, but, however, if any difference of opinion takes place, the matter is referred to the Commissioner concerned for final decision.

APPENDIX III

Prescribed daily outturn of a Patwari for various items of Consolidation work in the Punjab.

S. No.	Nature of work	Prescribed daily outturn	Remarks
1.	Registration of mutations .	15 mutations . .	10 mutations, if the number of Khatas permutation is more than 3.
2.	Preparation of Fard Badrat (List of mistakes)	20 Fard Badars	
3.	Khasrawise classification of land	200 Khasra numbers	
4.	Fehrist Numberan Khasra (List of survey numbers)	200 Khasra numbers	
5.	Khatuni Ishtemal with totals	20 Khewats	
6.	List of names of right-holders	50 Khewats	
7.	List of consolidation fee .	50 Khewats	
8.	Naqsha Haqdarwar . .	20 Khewats	
9.	Totalling of Naqsha Haqdarwar	80 serial numbers	
10.	Laying of new rectangles .	2 rectangles . .	Including Watbandi to be done by the Zamindars
11.	Laying of rectangles where rectangles of 400 x 360 already exist	4 rectangles	-ditto-
12.	Killabandi including preparation of Field Book	50 sub-rectangles .	-ditto-
13.	Pagewise as well as grand totalling of Field Book	300 field numbers	
14.	Preparation of index map & other papers of 'scheme'.	4 days.	
15.	Completion of pass-books (Both I & II parts)	30 pass-books . .	To be prepared for every new Khewat
16.	Register Rukhbandi or Gathwar	30 serial numbers	
17.	Statement of compensation	30 new Khewats	
18.	Khatuni Paimaish . .	30 Khewats . .	To be prepared by the Kanungo
19.	Shajra Nasab (geneological tree)	200 Ghuris . .	-ditto-
20.	Copying of Shajra Nasab .	500 Ghuris	
21.	Khatawar totals . .	200 Khatas	

S. No.	Nature of work	Prescribed daily outturn	Remarks
22.	Writing of Khasra Girdawari (Crop Inspection register)	200 Khasra numbers	
23.	Statement of rights in wells	10 wells	
24.	Writing of mutation of reparation.	30 Khewats	
25.	Preparation of Misal Haqiyat (Record of rights)	25 Khewats	
26.	Copying of Misal Haqiyat	50 Khewats	
27.	Tracing of Shajra Kishtwar including incorporation of Titamas (sub-division of field numbers)	150 Khasra numbers	
28.	Tracing of Shajra Killa-bandi	300 numbers	
29.	Alphabetical index	45 Khewats	
30.	Index of list of field numbers	300 Khasra numbers	In case of copying, 800 Khasra numbers.
31.	Copying of file of mode of redistribution and preparation of list of Muafis and Pensions with copies thereof	2 days.	

APPENDIX IV

Paragraph 3.10 (v) (Punjab Land Records Manual) Curriculum of Patwaris' Schools in Punjab.

Books

- (1) Arithmetic Upto Vernacular Final standard with special reference to percentages, average ratio poroportion and proportional parts, vulgar fractions and square roots.
- (2) Mensuration Patwaris' Mensuration Manual.

Land Records Manual

- (3) Chapter 3—Patwaris Paragraphs 3, 14 to 3·28, 3·38, 3·40, 3·41, 3·43, 3·46 to 3·59, 3·62 to 3·76, 3·78 to 3·90 and 3·99 to 3·101.
- (4) Chapter Surveys Paragraph 4, 1, 4·2, 4·6 to 4·10, 4·13, 4·16, 4·17 (16 and part D excluding paragraphs 4·18, 4·28 and 4·33) and part F.
- (5) Chapter 7—Records of Rights Whole (except paragraphs 7· causes (2) to (9), 7·37 and 7·68).
- (6) Chapter 9—Harvest Inspection.
- (7) Chapter 10—Agricultural Statistics Paragraph 10·1.
- (8) Chapter 18—Procedure in partition cases Paragraphs 18·5 (first five lines), 18·12 (last 16 lines) and 18·19 (first four lines).
- (9) Standing Order No. 7 Assignment of land revenue and pensions Paragraph 62(I) and (II) and first sub-paragraph and paragraph 63(VII).
- (10) Settlement Manual Paragraphs 142, 143, 260, 261, Appendix VII (Paragraphs 1 to 21, 25 and 27) Appendices VIII and XIV (whole) and Appendix XXI (paragraphs 12 to 25).
- (11) Rules on opium cultivation.
- (12) Local rules for alluvion and diluvion and fluctuating assessment.
- (13) Minor Mineral rules (except rules nos. 13 and 16 to 18)
- (14) Instruction in Agriculture.
- (15) Instructions in rural reconstruction.
- (16) The East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948 and rules framed thereunder.
- (17) Instruction for guidance of consolidation staff.

Practice

1. Field survey on the square system or in hilly tracts by triangulation, and map correction as defined in appendix XXI to the Settlement Manual and Part D of Chapter 4.
2. Preparation of the various measurement papers connected with 1.

3. Copying of settlement and annual records. Also partition, mutation diluvion and fluctuating assessment papers.
4. Copying of maps.
5. Dictation, Composition and Caligraphy.
6. Preparation of Electoral rolls of the Punjab Legislative Assembly.

Instructions

Eight hours daily should usually be spent in tuition.

The teaching of the books can be organised as in other schools, at least half of each day should be given to practical work, and the practical work of two out of every three days should consist of field survey. Each pupil should be required to copy clearly and accurately, settlement records, jamabandis, mutation, partition and diluvion papers and other specimens of the current work of the patwaris of the district, being taught at the same time the chief rules applicable to the work and the meaning of the papers.

Each pupil should be made to draw up milan rakbas and other statements from existing jamabandis and jinwar abstracts from khasra girdawaris. He should also be taught to write up mutation entries from the remarks of changes in the khasra girdwari and to make new entries in the jamabandi in accordance with the changes sanctioned in the mutation register. To practice him in area calculation, he should be given a field map without its khasra and be required to write up the areas in the field book forms. For field surveying, the school should work in squads of 4 or 5, one pupil directing the squad and the others working the chain and flags. The Revenue Assistant will select a village to work in. Different villages will be selected for practice in field survey on the square system and in map correction. Land free of crops should be chosen for the survey work, and no marks other than flag bamboos should be put into the ground. The field Kanungo of the circle will start each squad working for one day with them. Afterwards, he should inspect the squad once a week. He should not remain with the squad as they must work out their difficulties for themselves. Each squad should be inspected at least once by the Tehsildar or Naib Tehsildar.

In the first two months of the course, the duties of each member of the squad should be changed daily. After that each pupil should retain the direction of the squad in turn and work at mapping for at least 8 days continuously.

In field survey on the square system each candidate must measure two squares of land with his own hand, and prepare the field book and khatunis of the fields measured by him. He must also map 50 fields by the tarmim system and prepare the connected measurement papers. When each squad has finished field work, the candidates should be collected at the tehsil or any other central place which may be convenient, and prepare the jamabandis of the areas mapped by them.

Each candidate should also be given practical instructions in the procedure for correcting field maps in the interval between two settlements.

All maps and papers made after the first two months of the course should be carefully preserved and care should be taken that each map and other paper is really the handwork of the pupil by whom it is professed to be made. The maps and papers will be produced at the examination. No pupil should on any pretext, be allowed to remove from the school the papers prepared by him. Any pupil removing his papers or attempting to change them should be dismissed.

Agriculture

Instructions both in the form of lectures and practical demonstration, in the identification of different varieties of seed; insects and pests, their identification and control; improved implements and other aspects of improved agriculture, knowledge of which Patwaris can use practically in the course of their ordinary duties, will be given for about two weeks by the local agricultural staff deputed by the Director of Agriculture.

Rural Reconstruction

The instruction will be for two weeks by:—

- (i) informal talks and discussion.
- (ii) private study of books and other publications issued by Government on rural reconstruction work.
- (iii) visits to farms of Agricultural Department and typical villages.
- (iv) cinema or lantern shows or other popular interludes of instructional nature.

DETAILS OF EXPENDITURE OF PATWAR TRAINING SCHOOL STARTED IN PUNJAB IN 1950-51.

Rs.

1. Pay including allowances of staff appointed :—

(i) One Headmaster (A.C.O.) in the scale of Rs. 125—5—185/7½
—230

7,624

(ii) One Teacher (Inspector C/II) in the scale of
Rs. 90—5—140/6—170

(iii) Eight Teachers (Sub-Inspectors C/II) in the scale of
Rs. 50—3—80/4—100.

2. Contingencies

1,125

TOTAL

8,749

APPENDIX V

PART I

Instructions for the Training of Consolidation Officers and Assistant Consolidation Officers in Punjab

During the first month the trainees get instructions in law and procedure of consolidation as well as preparation of records and theory of measurement. After that they are sent to the field for practical training for two months. During this period they prepare preliminary record of villages entrusted to them and check records of some of the villages already prepared. The teachers also move about and check the records prepared by the trainees.

After preparation of preliminary record the trainees take up the work of remeasurement in the villages, by batches. They lay rectangles and plot the boundary lines and learn the work of preparation of index map, numbering of rectangles and killas and Mussavis and plotting on Tehsil Mussavis. In addition they lay killas in about 100 acres in the rectangles and prepare their field book. Besides, they carry out the valuation and classification at the spot and also prepare draft schemes for such villages. They also do the work of repartition and final attestation in one or two villages.

At the end of training they are given a test. Two papers, one on law and procedure of consolidation and the other on preparation of consolidation record and measurement are set. Those who fail are not considered for promotion.

PART—II

Details of Expenditure for the Training School opened in 1953 at Jullundur by the Director, Consolidation of Holdings, Punjab, for training Consolidation Officers and Assistant Consolidation Officers.

S. No.	No. of posts required	Designation with scale of pay	Amount
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TEACHING STAFF

(i) Officers

I	I	Consolidation Officer in the grade of Rs. 270-10-340/10-420 plus special pay @ Rs. 25/- p.m. for 6 months	Rs. 1,770
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(ii) <i>Establishment</i>		Rs.
2	2 Assistant Consolidation Officers in the scale of Rs. 125-5-185/7½ —230 plus special pay @ Rs. 15/- p.m. each for six months	1,680
3	1 Junior Clerk in the scale of Rs. 50-3-80/4-100 for six months	300
4	4 Class IV Government servants in the scale of Rs. 20-½-25 for six months <i>i.e.</i> one for each of one Consolidation Officer, 2 Assistant Consolidation Officers and one for office	480
Total : Pay of Establishment		<u>2,460</u>

Other Allowances and Honoraria.

(a)	Dearness allowance	2,090
(b)	Temporary allowance	180
(c)	Teaching allowance @ Rs. 50/- p.m. and Rs. 25/- p.m. to C.O. and A.C. Os. respectively	600
TOTAL		<u>2,870</u>

Contingencies.(a) *Other contingencies*

(i)	Rent of eight tents and 30 Chowldaris	4,500
(ii)	Pay of 1 Sweeper and 2 Chaukidars for six months	270
(iii)	Miscellaneous—carriage of tents for field training and other miscellaneous expenses	3,830
TOTAL		<u>8,600</u>

(b) *Audit contingencies*

Cost of furniture for staff in tents and in school <i>viz.</i> Charpais, Chairs, Tables, Tepoys and lamps etc.		7,300
[GRAND TOTAL :		<u>24,000</u>

APPENDIX VI

PART I

Subject for Training of Assistant Consolidation Officers and Consolidation Officers in Uttar Pradesh.

1. Revenue Law consisting of:—

- (i) The Zamindari Abolition and Land Reforms Act and Rules framed thereunder;
- (ii) Land Revenue Act of 1901;
- (iii) Land Records Manual;
- (iv) Gram Samaj Manual;
- (v) Revenue Court Manual.

2. Practical training survey work and measurement of fields and area extraction;

3. Consolidation of Holdings:—

- (i) The Act;
- (ii) The Rules framed under the Act;
- (iii) Instructions and form filing;

4. Practical work of consolidation of holdings for about a month in a village where advanced work has been done under the care of an Assistant Consolidation officer.

PART II

Estimates of Expenditure of the Training Centres in Uttar Pradesh.

Head	Estimated Expenditure
A. Officers Training Centre	
1. Pay of Officers	
	Rs.
1. One Principal in 200—400 scale at Rs. 250/- p.m. for four months	1,000
2. Two Senior Instructors in 200—400 scale at Rs. 250/- p.m. for four months	2,000
3. Special Pay :	
(i) Principal @ Rs. 50/- p.m.	
(ii) Senior Instructors @ Rs. 40/- p.m. each	520
TOTAL	3,520

Head

Estimated
expenditure

II. Pay of Establishment :

Rs.

1. Two Junior Instructors in 120-200 scale @ Rs. 150/- p.m. each for four months	1,200
2. Special pay of above @ Rs. 25/- p.m. each	200
3. One Accountant-cum-General Clerk @ Rs. 80/- p.m. for four months	320
4. Two Orderly-peons for Principal and one each for Instructors @ Rs. 27/- p.m. for four months	648
5. One office peon @ Rs. 27/- p.m. for four months	108
6. One Farrash-cum-Waterman @ Rs. 27/- p.m. for four months	108
7. Four Chowkidars @ Rs. 27/- p.m. each for four months	432
8. Four Sweepers @ Rs. 27/- p.m. each for four months	432

TOTAL : II-Pay of Establishment 3,448

III. Allowances and Honoraria :

1. Travelling allowance	600
2. Dearness allowance	2,080
3. City Compensatory allowance	64
4. House rent allowance	420

TOTAL : III-Allowances and Honoraria 3,164

IV. Contingencies :

1. Service postage stamps	100
2. Local purchase of stationery	400
3. Hot and Cold weather charges	600
4. Repair of survey instruments	300
5. Purchase and repairs of furniture	1,000
6. Purchase of books	200
7. Rent of buildings for training centre and trainees' residence	3,000
8. Coolies for survey training and examination	600
9. Miscellaneous and unforeseen contingencies	1,000

TOTAL : IV-Contingencies 7,200

V. Two Training Centres for Consolidators :

I—Pay of Officers and Establishment.

1. One Principal in 200-400 scale @ Rs. 250/- p.m. for four months	1,000
2. Six Instructors in 120-200 scale @ Rs. 150/- p.m. each for four months	3,600
3. Special Pay :	
(i) Principal @ Rs. 50/- p.m.	200
(ii) Instructors @ Rs. 25/- p.m. each	600
4. One Accountant-cum-General Clerk @ Rs. 80/- p.m. for four months	320
5. Two Orderly-peons for the Principal and one each for Instructors @ Rs. 27/- p.m. each for four months	864
6. One Office peon @ Rs. 27/- p.m. for four months	108
7. One Farrash-cum-Waterman @ Rs. 27/- p.m. for four months	108
8. Four Chowkidars @ Rs. 27/- p.m. each for four months	432
9. Four Sweepers @ Rs. 27/- p.m. each for four months	432

TOTAL : I-Pay of Officers and Establishment 7,664

Head	Estimated expenditure
<i>I—Allowances and Honoraria.</i>	Rs.
1. Travelling allowance	500
2. Dearness allowance	2,400
3. City Compensatory allowance	72
4. House rent	460
TOTAL: II-Allowances and Honoraria :	3,432
<i>III—Contingencies</i>	
1. Service postage stamps	200
2. Local purchase of stationery	400
3. Hot & Cold weather charges	400
4. Repair of survey instruments	200
5. Purchase and repair of furniture	1,200
6. Purchase of books	100
7. Rent of buildings for training centre and trainees' residence	5,000
8. Coolies for survey training and examination	1,000
9. Miscellaneous and unforeseen contingencies	1,500
TOTAL : III-Contingencies	10,000
TOTAL:V-Two Training Centres for Consolidators	38,428
<i>Total of Primary Units.</i>	
1. Head I—Pay of Officers	4,700
2. Head II—Pay of Establishment	9,900
3. Head III—Allowances and Honoraria	6,600
4. Head IV—Contingencies	17,200
TOTAL	38,400

APPENDIX VII

SCHEME FOR THE GRANT OF BONUS AND REWARDS TO CONSOLIDATION PATWARIS ETC. IN PUNJAB.

(I) *Patwaris*

1. There will be two categories of Patwaris, who will be given the rewards. The Patwaris of the first category will get Rs. 120 each and that of the second category Rs. 80 each.

2 The criterion for grant of bonus in each case would be honesty and integrity coupled with the prescribed minimum outturn.

(i) In the case of first category, this minimum outturn will be 600 cultivated acres in Jullundur Division and 800 cultivated acres in Ambala Division per annum.

(ii) In the case of the second category, this outturn will be 500 cultivated acres in Jullundur Division and 700 cultivated acres in Ambala Division, per annum.

3. The above standard of outturn can, however, be relaxed by the Director of Consolidation in special and unavoidable circumstances to be recorded in writing.

4. The proposals will originate with the Consolidation Officers and will be sent to the Director of Consolidation through the Deputy Commissioner.

(II) *Kanungos*

5. Names of those Kanungos will be considered whose integrity is above board and whose work has throughout remained satisfactory, who have completed consolidation work of 3000 acres in Jullundur Division or 4000 acres in Ambala Division, in the preceding year and in whose charge no village had to be revoked or ordered to be redone on account of irregularities etc. and lastly against whose work number of objections and appeals was relatively small.

6. Recommendations of the Patwaris and Kanungos should be sent to the Director of consolidation in the proforma given below:—

Name of Tehsil	Name of Patwari/S.I. with circle.		Total service in Revenue as Patwari	Total service in C/H as Patwari/S.I.	
1 Name of village	2 Area in acres		3 Number of right-hol- ders	Khewat Khatuni	4 Date of start of work
	Cultivated	Uncultivated			

5	6	7	8	9	10
Stage at which the work was taken up by the Patwari.			Date of completion of work of final attestation by the Assistant Consolidation Officer.		
11			12		
Area consolidated in one year.			Objections received under section 21(2)		No. of complaints received against him in a year.
13	14		15		
Nature of complaint & result of enquiry	Remarks by Officer		Remarks		
	1. Honesty and integrity.	C.O.	S.O.		
	2. Efficiency				
	3. Behaviour with public.				
16	17	18	19		

(III) A.C.Os and C.Os.

7. Besides Patwaris and Kanungos, the A.C.Os and C.Os. will be given appreciation letters in recognition of good work done by them during the course of year. No hard and fast conditions can be laid down in respect of these officers. It should, however, be ensured that names of only those A.C.Os and C.Os. are recommended who are strictly honest and who have done good work during the course of the year.

8. The authority for final decision in each case will be the Director of Consolidation.

APPENDIX IX

Brief notes showing result of consolidation in some of the villages in different States visited by the Officer on Special Duty.

BOMBAY

1. Village Rui

Dated: 4-5-1956.

The village is about four miles from the nearest railway station and is at a distance of about a mile from the pucca road. The peasants are generally poor and have got a secondary source of income from the sale of milk in the district town at a distance of four miles.

It is reported that this is the first village in which consolidation was taken up in this State and was so to say, the ground for training for several officers. The work in this village was taken up on 8th January, 1950 and the scheme was finally confirmed on 11th August, 1953. The first scheme of consolidation, which was based on the principle of giving one holding for each Khatedar irrespective of the class of soil that he possessed in the village, was, however, opposed by a majority of the Khatedars and had ultimately to be scrapped and a new scheme had to be prepared. This new scheme was prepared after full consultation with the Khatedars in the village and different fields have now been formed on the basis of one field for each class of soil. No objection was filed against this new scheme which has now been confirmed and enforced.

The Khatedars seem to be visibly satisfied with the new consolidation of holdings and are generally taking interest in the improvement of their holdings. Two brothers, Vithoba Bali and Sambha Bali have 'bunded' their new plots and have considerably improved their holdings. Vithoba Bali has sunk a new well in his new holding. One Jayram Chandar had the largest number of fields (21) before consolidation but he has now been given 6 fields. The average number of fields per holder is 2.

The number of fields has been reduced from 504 to 309. 4 new wells have been sunk and 3 old wells repaired. 7 Khatedars have erected 'bunds'. The total cost of these improvements comes to Rs. 22,000 approximately.

No new land has been reserved for common purposes in this village and the landless labourers are not affected by the consolidation proceedings in any way.

2. *Village Katphal.*

Dated: 5-5-1956.

The village is situated in the interior of Baramati Taluka about 9 miles from Baramati. There is no regular road connecting the village.

The work in the village was started on 18th October, 1954 and the scheme confirmed on 25th October, 1955. Possessions were changed on 1st April, 1956.

Consolidation in the village has resulted in reduction of fields from 1,842 to 813. There are 362 owners in the village of which 167 had more than three plots each. Now 83 of them have been given one field each and another 96 two fields each, the rest of them have got three or more fields. As the possession of fields has been recently changed, other improvements such as extension of cultivation etc. cannot yet be determined.

In all 18 objections were filed against the scheme on its first publication. Out of these, 2 related to the record of rights and partition, 3 were for permission to sell the land, 2 pertained to measurement of the sub-division and confirmation of boundaries. 9 objections were filed due to misunderstanding, these were withdrawn when this was explained to the agriculturists. Only 2 objections were against the scheme proper. One of these was about valuation and the other about giving him all his land in two fields, instead of one.

The idea of leaving some land for common purposes out of the common pool was put to the villagers to find out their reactions. The idea was quite new to them but it may be possible to work it out in practice, if effort is made to that end.

3. *Village Undawadi Supa.*

Dated: 6-5-1956.

The village is situated in the interior of Baramati Taluka about 10 miles from Baramati on kacha road.

The work in the village was started on 25th October, 1950 and the scheme was confirmed on 20th June, 1951. The possession was changed on 3rd April, 1952. Consolidation in the village has resulted in the reduction of fields from 648 to 317. Since change of possession, 2 new wells have been sunk and four old wells repaired. 9 Khatedars have erected new 'bunds' and the villagers between themselves have constructed 2 percolation tanks. The approximate cost of all these improvements comes to about Rs. 22,000.

In this village four brothers namely, Raghunath, Sadashiv, Abha and Baha owned 250 acres of land before consolidation but all this land was lying fallow because of quarrels between the brothers over cultivation. They have now been given compact fields and their

holdings have been separated. This has ended their quarrels and the entire land has now been brought under cultivation.

No objections were filed against the scheme in this village. The first scheme, however, had to be amended as it did not contain valuation of the plots.

MADHYA PRADESH

1. Village Lakholi

Dated: 28-6-1956.

The village is situated about 133 miles from Nagpur, in Rajnandgaon tehsil of Durg district. It is situated in the rice-growing area and the extent of fragmentation of plots can be gauged from the fact that about 45 per cent of the owners had more than 10 fields each before consolidation. The number of fields has now been reduced from 1,420 to 610 which shows a reduction of 57 per cent in the number of fields after consolidation.

No new area was reserved for common purposes in this village during consolidation operations.

Seven objections were made against the scheme.

2. Village Kaurinbhata

Dated: 28-6-1956.

The village is situated about 134 miles from Nagpur, in Rajnandgaon tehsil of Durg district, in the rice-growing area.

Consolidation in the village was begun on 19th December, 1953, scheme confirmed on 30th July, 1954 and the final attestation of the record was completed on 7th January, 1956.

8 objections were raised against the scheme. The objections were—

- (i) that the objector had not been given rice land;
- (ii) that the objector had not been given 'Matasi' land;
- (iii) that the objector had been given inferior land;
- (iv) (v) (vi) that the objectors had been provided two fields each instead of one;
- (vii) that the objector had not been given his non-rice land at one place;
- (viii) that the objector had been given inferior land in non-rice area.

The number of fields has been reduced from 1,074 to 446, i.e., a reduction of 58 per cent.

About 8 acres more of grazing land has been added to the previous grazing areas in this village for which a *pro rata* deduction has been made from all the owners in the village.

3. Village Rewagahan

Dated: 29-6-1956.

The village is situated about 139 miles from Nagpur, in Rajnandgaon tehsil of Durg district, in the rice-growing area.

The work in this village was begun on 22nd November, 1954, scheme confirmed on 10th February, 1955 and final attestation of the record of the village completed on 5th November, 1955. Only two objections were raised and they related to absence of paths to the new holdings.

In this village 6 acres for grazing area and one acre for roads were reserved as the area for common purposes and a *pro rata* deduction has been made from all the owners in the village.

The number of fields has been reduced from 872 to 322 i.e., a decrease of 63 per cent.

4. Village Bhanpuri

Dated: 29-6-1956.

The village is situated about 139 miles from Nagpur, in Rajnandgaon tehsil of Durg district, in the rice-growing area.

About 91 percent of the owners in this village had more than 10 fields each before consolidation. The number of fields has now been reduced from 1,433 to 691 which shows a decrease of 52 per cent.

Three objections were raised against the scheme. Two of them complained against provision of inferior area whereas the third was against the provisions of a holding at a great distance from the Abadi.

The work in this village was begun on 10th December, 1953, scheme confirmed on 8th April, 1955 and the final attestation of the record completed on 12th August, 1955.

19.13 acres for grazing purposes and 2.07 acres for new roads have been reserved and a *pro rata* deduction has been made from all the rightholders in the village.

PEPSU

1. Village Gobindpura

Dated: 26-5-1956.

The village is situated in Rajpura tehsil of Patiala district—about 24 miles from Patiala and 8 miles from Rajpura by the side of the pucca road.

Before consolidation about 98 per cent of the holders in this village had more than 10 fields each, though the average holding comes to about 7 acres. The work of preparation of preliminary record, and classification and valuation of land has been completed; the repartition is still in progress.

In the village advisory committee formed in this village all the members of the Gram Panchayat have not been included.

10 objections were raised in the village against the draft scheme—4 of these related to partition of joint holdings, 2 were against valuation of fields, 1 was for changing alignment of a watercourse, 1 was against reservation of site for cattle shed and the remaining 2 were for entry of mutations for transfers that had taken place but had not yet been entered by the consolidation staff.

The unit of length and measure of area in this village have not been changed and the old measure, namely, kacha bigha has been allowed to continue. It is reported that in villages that are being taken up now, uniform measure of length, namely, karam of 66 inches is being adopted, as in Punjab.

2. Village Ghurman Kalan

Dated: 26-5-1956.

The village is situated in Rajpura tehsil of Patiala district, about 7 miles from the pucca road.

Before consolidation about 40 per cent of the owners of this village had more than 10 fields each.

The work of consolidation in this village was started on 3rd November, 1953 and the repartition was completed on 9th April, 1955. The number of fields has been reduced from 550 to 329 and barring 2 owners all of them have got 2 or less than 2 fields after consolidation.

As many as 14 new wells have been sunk. The approximate cost of a well is said to be Rs. 2,000 of which Rs. 1,200 for each well, has been advanced by the Government in the form of Taccavi. This has resulted in increase of irrigated area to the extent of 209 kham bighas (approximately 43 acres). 329 kham bighas (approximately 68 acres) of uncultivated area have been brought under cultivation after consolidation. This is mainly due to the fact that shamlat land of the village was partitioned between the owners and has been brought under cultivation after consolidation. Area has been reserved for common purposes from the common pool.

3. Village Nanhera

Dated: 26-5-1956.

The village is situated in Rajpura tehsil of Patiala district about 9 miles from the kacha road.

The work in this village was started on 1st December, 1953 and completed on 27th January, 1956. Though the work was started in this village on 1st December, 1953, the consolidation advisory committee was formed on 15th July, 1954. It is said that the advisory committee was there from the very beginning but it was finalized by the Consolidation Officer on that date. Only 3 out of 9 members of

the Gram Panchayat have been taken on the consolidation advisory committee.

The number of fields in this village has been reduced from 563 to 231 and barring 4 owners all others have got 2 or less than 2 fields each after consolidation.

About 276 kham bighas (approximately 57 acres) of uncultivated land have been brought under cultivation after consolidation and there has been some increase in the irrigated area as well.

4. Village Majal Kalan

Dated: 27-5-1956.

The village is situated in Patiala tehsil of the same district at a distance of about 8 miles from Patiala and about 4 miles from the pucca road.

Consolidation work in this village was started on 18th December, 1953 and repartition completed on 2nd July, 1955. The number of fields has been reduced from 233 to 70. No owner has got more than two fields after consolidation. There has been extension of cultivated area to the extent of 1241 kham bighas (approximately 259 acres) after consolidation. Shamlat land in this village was partitioned amongst the owners and this had led to extension in cultivated area. There has been some increase in irrigated area as well. Area has been reserved for common purposes out of the common pool.

5. Village Jhandi

Dated: 27-5-1956.

The village is situated in Patiala tehsil of the same district at a distance of about 11 miles from Patiala and about 7 miles from the pucca road.

The work in this village was started on 18th November, 1955 and repartition completed on 26th May, 1956. The possession in this village has recently been changed. There was no objection against the draft scheme nor against the repartition.

6. Village Kaler Bhaini

Dated: 27-5-1956

The village is situated in Patiala tehsil of the same district at a distance of 7 miles from Patiala.

The work was started on 12th December, 1954 and completed on 24th June, 1955. The number of fields has been reduced from 184 to 70. Barring 4 owners all have got 2 or less than 2 fields each after consolidation. The shamlat land in this village was partitioned and 1311—10 kham bighas (approximately 273 acres) were brought under cultivation after consolidation. There has also been increase in the well-irrigated area. Area has been reserved for common purposes from the common pool.

PUNJAB

1. *Village Jasaur (Teeka Jasaur)**Dated: 31-5-1956.*

The village is situated in Nurpur tehsil of Kangra district, about three miles south of Nurpur.

This villages was taken up for consolidation on 1st November, 1951 and the work was completed on 17th March, 1953. Complete remeasurement was ordered in this village in the beginning but was later on given up on the objection of the villagers. The villagers objected to the remeasurement on the ground that if the shape of their present fields was changed, that might mean disturbance of their present 'bunds' and fencing etc. The department also found remeasurement difficult because the old 'Chandas' (survey marks) fixed by the Survey department had disappeared in most of the villages and in absence of these remeasurement by the revenue staff was found difficult. As new 'Chandas' (survey marks) could not be fixed by the Survey department within a reasonable time, the work of remeasurement was given up.

The number of fields in this village has been reduced from 202 to 97. After consolidation one tube-well has been sunk in this village. The villagers are generally satisfied with consolidation. No area was reserved for common purposes in this village and no rectangulation was carried out.

2. *Village Bhadwar (Teeka Bhadoli)**Dated: 1-6-1956.*

The village is situated in Nurpur tehsil of Kangra district about 6 miles towards the north of Nurpur. About 84 per cent of the owners in this village had more than 10 fields each before consolidation. Most of them have now got 3 fields each.

The work in this village was taken up on 6th September, 1951 and completed on 27th January, 1953. As in the case of village Jasaur, remeasurement of the village, which was ordered in the beginning, was given up later on.

The number of fields has been reduced from 90 to 48 and some area has been reserved for common purposes.

3. *Village Jach (Teeka Jach)**Dated: 2-6-1956.*

The village is situated in Nurpur tehsil of Kangra district about 3 miles towards the south of Nurpur.

The village was taken up for consolidation on 9th April, 1953 and completed on 21st February, 1954. The first scheme in this village was revoked by the Government on the ground that the valuation carried out was not proper. Valuation, therefore, had to be done

once again and a new scheme was prepared and is now in force, the possessions have been changed in Kharif 1954. No objection was raised against this new scheme and only three objections were raised against repartition. Two of them related to valuation of trees whereas the third was against giving one field instead of two.

The number of fields has been reduced from 1,032 to 200; and majority of the owners have now got three or less fields each. Two persons, namely, Kartar Singh and Kesar Singh have planted orange gardens after consolidation.

UTTAR PRADESH

1 Village Silauli Garhi

Dated: 9-7-1956.

The village is situated in Unnao tehsil of Unnao district about 45 miles Lucknow and 11 miles from the pucca road.

The possessions have been recently changed and as such the after-effects of consolidation cannot be properly assessed at present. The number of fields, however, has been reduced from 352 to 139. No objection was raised against the 'statement of principles'.

2. Village Dosti Nagar

Dated: 9-7-1956.

The village is situated in Unnao tehsil of Unnao district about 37 miles from Lucknow by the side of the pucca road.

The possessions in this village were changed during the last 'Rabi' harvest. The number of fields has been reduced from 134 to 46. During consolidation operations area has been reserved for common purposes such as roads, pasture land, manure pits, cremation ground, mela ground, cattle flaying centre, extension of Abadi, public conservancy and grave yard. This area is about 44 acres and a *pro rata* deduction has been made from the tenure-holders in the village.

3. Village Amlaha

Dated: 10-7-1956.

The village is situated in Unnao tehsil of Unnao district about 47 miles from Lucknow and 13 miles from Unnao.

The extent of fragmentation in this village was large and about 41 per cent tenureholders had more than 10 fields each before consolidation. The work in the village was started on 28th April 1955 and possessions were transferred during the last 'Rabi' harvest i.e. 30th June, 1956. The number of fields has been reduced from 489 to 69.

An area of about 12 acres is reserved for common purposes for which a *pro rata* deduction has been made from the tenureholders in the village.

1. Village Manamadanpur

Dated: 11-7-1956.

The village is situated in Musafirkhana tehsil of Sultanpur district about 69 miles from Lucknow.

About 30 per cent of the tenureholders in the village had more than 10 fields each before consolidation. The work in the village was started on 26th May 1954 and possession transferred in June 1955. The number of fields has been reduced from 395 to 106 i.e. a decrease of about 73 per cent. Some area has been reserved for common purposes such as roads, manure pits, Abadi, pasture land and panchayatghar etc.

No objection was raised in this village against the draft scheme but 12 objections were raised against the 'statement of proposals'. Seven of these were rejected whereas amendments were made in the case of the remaining five.

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